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PRELIMINARY REPORT
ON
CONDITIONS AND NEEDS
OF
RURAL SCHOOLS IN WISCONSIN

RESULTS OF FIELD STUDY REPORTED
to the
WISCONSIN STATE BOARD OF PUBLIC AFFAIRS
by the
TRAINING SCHOOL FOR PUBLIC SERVICE



AUGUST, 1912

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TABLE OF CONTENTS.

Letter of Transmittal.....	5
 PART I	
Factors which Make for Progress in Rural Schools.....	7
 PART II	
Lax Methods of Controlling School Expenditures.....	13
 PART III	
Sanitary and Educational Conditions of Rural Schools.....	26
 PART IV	
Some Serious Defects of County Supervision.....	70
 PART V	
Some Serious Defects of State Supervision.....	78
 PART VI	
Contrast between State Supervision of State Graded Schools and State Supervision of Rural Schools.....	83
 PART VII	
Suggested Administrative and Legislative Remedies.....	87

LETTER OF TRANSMITTAL

In November 1911, it was announced that a fund for a five-year test of field training for public service had been raised by Mrs. E. H. Harriman and that the New York Bureau of Municipal Research was to conduct the test.

Of the five purposes named by the donors the following suggested the study, here reported, of the Wisconsin rural schools: "To qualify men to meet the growing need for students in administration competent (a) to test, and (b) to improve methods and results of municipal service."

Because 1,400,000 of Wisconsin's 2,500,000 people are in rural communities, and because no field of public service more needs to have its men and its methods tested than does the field of public education, we were glad to accept the invitation to collaborate with the Wisconsin State Board of Public Affairs in studying rural school conditions and needs in Wisconsin.

In obtaining and interpreting the facts here reported we have received the unstinted coöperation of state and county superintendents, teachers and other individuals interested in public education in all parts of Wisconsin. The findings, summarized under the seven headings noted in the table of contents, are based upon a general examination of conditions in 27 counties in widely separated portions of the state and upon a more detailed investigation of conditions in 131 schools in 13 counties. Most of the significant facts about rural school accounting were gathered by F. S. Staley, field agent of the State Board of Public Affairs, now with the Training School.

To support the summary given in this preliminary report we submit a detailed, itemized description of the manner in which the study was conducted and the details as to each school visited.

As agreed upon before we undertook this study, our recommendations, so far as they relate to steps which might need to be varied according to an intimate knowledge of different parts

6 *Conditions and Needs of Rural Schools in Wisconsin.*

of Wisconsin, have been made after review by the State Board of Public Affairs. While we make these recommendations without reservation, we feel that their main worth is in the fact that they represent the judgment not merely of our own investigators, but of Wisconsin students and officers of your Honorable Board.

FOR THE TRAINING SCHOOL FOR PUBLIC SERVICE

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PART I

Factors Which Make for Progress in Rural Schools

1—The law is raising standards

- a—By offering state aid it has stimulated many school districts to grade their schools, secure additional and better teachers, and to conform to standards set by the state department
- b—By granting conditionally \$50 a year to each rural school of the first class, heating, ventilation and equipment have been improved
- c—By setting aside ten cents per child of the state appropriation, better library books are circulating in the rural schools
- d—By placing the state inspectors in a position to condemn unfit school buildings, the erection of modern school buildings has been stimulated
- e—By giving higher salaries, tenure of office, protection of the civil service law to state inspectors—so long as efficient service is rendered,—and greater responsibility to the state superintendent it has enabled the state inspectors to gain an increasing independence and familiarity with school management and influence upon school boards, such as the county superintendents, under the present conditions, cannot hope to attain

2—The state superintendent is raising standards

- a—By insisting on the use of the manual the courses of study are gradually being standardized

8 *Conditions and Needs of Rural Schools in Wisconsin.*

- b—By publishing and distributing pamphlets and circulars of information, interest in special activities such as tree planting, bird study, and agricultural teaching has been stimulated, teachers have been advised in methods of school management, and other help has been given
- c—By promoting county conventions, school boards have been instructed in their duties, and,—as they show in conventions and testify in private conversations with investigators,—greatly interested and helped
- d—By enforcing the conditions upon which state aid to state graded schools has been granted improvements are taking place in them at a rate which leaves the rural schools hopelessly behind: the teachers are better paid, the teaching more efficient, the equipment more complete, the school board more alert in following the recommendations of the inspector

3—Leadership among individual superintendents and teachers is playing an important part in raising standards

In spite of defects in organization, lack of authority and inadequacy of clerical help, many instances have been found where a strong personality has found ways of effectively directing the school boards, supervising teachers, starting instruction in useful arts and helping teachers to be leaders in community life. One striking illustration of such leadership is furnished by Oconto county, which differs not so much in the kind as in the number of forward steps taken. The difference in this respect is due, in part, to the fact that the county board allows the county superintendent an office assistant at \$20 a month for nine months, only \$180 a year

The long list of conditions later mentioned will seem easier of correction, as well as more in need of correction, if viewed against the background of such splendid service as is rendered every day in Oeonto county

a—Truancy is actually supervised

- (1) The teachers have been taught to understand the purpose of the truancy law; to submit intelligent, accurate reports of attendance; to secure through the children or by personal visits the reasons for nonattendance and to submit reports thereon; and

to coöperate with the county superintendent in securing better attendance

- (2) Cases where the excuse for absence is of doubtful legality are investigated by the county superintendent
- (3) Parents who are delinquent in sending their children are visited in person by the sheriff and warned not to repeat the offense; a second offense is followed by arrest
- (4) Records of the action of the sheriff and the county superintendent are kept in the superintendent's office, as are notifications to teachers of such action
- (5) A visit to the office will enable the deputy of the industrial commission to check the enforcement of the truancy law in this county

b—Teachers are efficiently supervised

- (1) Detailed records of observations made during visits to schools are kept on file
- (2) Records are kept of teachers' school programs and attendance at institutes and teachers' associations
- (3) Records that are kept of suggestions in all lines of school work, and of results seen, form a complete history of the teacher's career
- (4) Special emphasis is laid on work in agriculture and domestic economy

c—School boards are interested, informed and guided

- (1) Letters are sent to school boards stating in detail the conditions found at the visit to the school; praise is given for improvement made since the previous visit; and suggestions made as to what is immediately needful
- (2) An annual letter is sent to each school board calling attention to things which are especially desirable in its school, such as cleaning the interior of the school, tinting the walls, painting the woodwork, providing stone or metal jars with faucets, card catalogues, book cases, repairing of binding, building of outhouses, fencing and improvement of school grounds, introducing a new method of writing, etc.

d—Social center and extension work is under way

- (1) Teachers and school boards are assisted in introducing cooking and sewing into the schools, and in arranging corn contests, use of Babcock testers, spelling contests and school entertainments
- (2) School exhibits are arranged at county fairs, where cooking, sewing, seed tests, writing and other branches are explained to parents and taxpayers

e—Publicity is given to school facts

- (1) The four county newspapers each devote columns to a "Department of School News." School stories of interest to the public are printed; observations by the superintendent on conditions found while visiting schools; letters from pupils or reports of special school activities, such as the work of a sewing club, a spelling contest or seed testing; the reports of institutes, teachers' meetings and social center work, etc.
- (2) Through this publicity interest in school matters is kept alive not only among parents, but among pupils and teachers. Every school, every teacher, every pupil and even board members wish to appear in the school columns and are eager to do something really noteworthy and of value
- (3) Some of the interest thus created has shown itself in the offer by citizens of \$50 for spelling prizes, of \$50 for growing seed peas, of two scholarships to the winners of the corn tests, of which a considerable number is held in the county and in which more than 300 children are enrolled

f—Other examples of what may be accomplished by thoroughly live and intelligent county supervision are the following:

- (1) In one county the superintendent was interested in having children taught to clean their teeth. Last year she took up the matter with her teachers at the sectional meetings of the teachers' association and at the regular county institute. A company manufacturing a tooth paste, supplied for all the children in the county cards giving directions for the care of the teeth as well as samples of the

tooth paste. In each of the four schools visited in that county, all the children reported that they brushed their teeth daily. The county superintendent stated that the children throughout the county were doing the same

- (2) In another county a superintendent desired to have the girls in the rural schools taught to make their own clothing. At every opportunity she talked the matter over with her teachers. At the 1911 summer school held in her county, the superintendent organized a class in sewing, drafting and cutting simple garments. This class was taught by a rural school teacher who was an unusually skillful needlewoman. She served without pay, there being no funds available to pay her. As a result, the teachers taking this work are making most of their own clothing and everyone of them is teaching sewing in her school. The investigator saw some of the work done. Among the articles made by the school girls were suits of underwear, aprons, waists and simple dresses. All this was accomplished after one year's work by the county superintendent
- (3) In one county 3,000 children are enrolled in seed testing and corn growing contests. To stimulate interest in this work a two days teachers', pupils' and parents' institute was held in December, 1911. Every rural school teacher in the county was present on full pay. The children from the upper form were invited and over 200 attended. With the children came many parents. The program consisted of addresses by specialists in corn growing who gave demonstrations showing just how and when seed corn should be selected, cared for, and tested. Teachers gave their experience in teaching this work and all profited by the stories of their successes and failures. The meeting resulted in much good. Throughout the county, the formal textbook instruction in agriculture has been replaced by laboratory work of the most practical kind. Because of the study of seeds and

seed testing in one of the schools of this county, farmers discovered that their own seed corn was poor and paid a high price to get good seed. For the first time in the history of this rather old farming community seed testing is done in a proper way. And this was taught them by their children who had learned the lesson in the rural school

PART II

Lax Methods of Controlling School Expenditures

1—The biennial state reports of common school finances have been inaccurate

If the balance reported on page 337, Fourteenth Biennial Report, to be on hand June 30, 1905, and all subsequent items of receipts and disbursements, be accepted as accurate, the last reported balance, June 30, 1910 of \$3,649,547.71 is incorrect; an over-statement of \$39,561.57.

2—The financial reports of town clerks are inaccurate

An analysis of financial reports submitted by town clerks to the county superintendents shows that the irregularities originate in the district reports. Reports have been analyzed from 125 town clerks in four counties, covering the school years, June 30, 1908 to June 30, 1911. The annual balances were taken as tests

a—Of 479 balances 227, or 47.4%, were stated incorrectly

b—In 147 out of a possible 354, or 41.5% the balances on hand at the beginning of the fiscal year *morning, July 1*, were different from those reported for the end of the preceding year, *night, June 30*

c—Although the irregularities must have been apparent both to the county superintendents, and to the state superintendent who submits them as official reports to the legislature, no evidence has been found that steps have been taken to verify the accuracy of these financial reports

14 Conditions and Needs of Rural Schools in Wisconsin.

d—No evidence has been found that instructions have been issued to school officers explaining how to keep accounts properly or how to discover the causes of these irregularities

3—Great differences exist in per capita expenses

a—Ashland county, out of every \$100 for education paid in 1910–1911, \$4.83 for salaries to the school board and \$56.90 for teachers' salaries. Winnebago county paid 45 cents to the school board and \$64.60 for teachers' salaries. Eight counties, of which Manitowoc leads with 87.1%, pay more than 70% of their total school expenditures for teaching; 9 counties, of which Sawyer with 32.1% is the last, pay less than 55%. For apparatus, school furniture and "all other purposes" not itemized, Sawyer county in 1910–1911 paid \$21.62 per school child; Forest county \$13.68; Walworth county \$13.10; Washburn county \$4.45; Barron \$3.77; Wood county \$1.99

b—No evidence has been found that the state or county superintendents have ever tried to learn why the expenditures under "cost of equipment" and "other purposes" is so much higher in some counties than in others

c—The analysis of financial reports indicates that public money has been wasted either in collecting and printing inaccurate and worthless accounts, or else in extravagant expenditures in some counties and utterly inadequate expenditure in others

4—Investigation of district accounts reveals numerous shortcomings

To ascertain whether an audit of school accounts would be advisable a study was made of the school clerks' and treasurers' accounts in 60 districts scattered throughout eight counties. No discrimination was made in the selection of individual districts except that suspicion pointed to the first county visited. Conditions found in an examination of accounts for the school years 1910–1911 or 1911–1912 are here summarized

a—In only 50% of the districts was any trace found of an examination of the records of the treasurer by the whole board or by a committee appointed at the annual meeting

b—Where an audit was attempted, the auditing committee would invariably report the books as correct

(1) One such auditing committee, including one auditor who could not sign his name, hence "made his mark" (X), found that \$895.94+\$40+\$347.41 totaled \$1460.12. After the shortage was established the treasurer was sent for. He reluctantly admitted that possibly he was \$40 short. Gradually he saw his shortage increase, although he protested vehemently and tearfully that he was a perfectly honest man and the shortage was due to errors. When confronted with evidence that he had unlawfully appropriated \$176.77 belonging to the district he promised to make the district a present of this amount

(2) In one district where the investigator found an unusual number of irregularities, the town clerk and district attorney had made an audit of the books and reported them "correct except for a slight error." The nature of the error was not stated, but a fee of \$140 (of doubtful legality) had been accepted by the auditors

c—Financial irregularities overlooked by local audit and not noted by county or state superintendents were of many types

(1) Two schools in one township were held in private homes. In both cases the schools were attended by one family only. In each case the school board paid to the owner of the house

\$12 a month rent for room to school his own children

\$5 a month fuel for heating this room in his own house

\$5 a month janitor fee for cleaning this same room

In addition the family received \$16 a month for boarding the teacher. In one case the schoolroom

was in an attic but clean and tidy. The teacher used it as a sleeping room. But one pupil was enrolled. In the other case two pupils were enrolled. The schoolroom was in a log house which was absolutely filthy, dark, dingy, unkept and hardly fit for stable purposes. The room while used for school purposes was used by the family as if no school was there. The school officers desired to transport these children nine miles to the village school or pay for their board while attending school in town. The state gives \$50 a year state aid to any district which thus transports its children to a graded school of at least two rooms

- (2) In the books of a village with a 4 room school enrolling 50 pupils the auditor found the following expenditures

1 striking bag.....	\$8.00
3 pairs boxing gloves.....	21.00
1 wrestling mat.....	140.00

When the secretary was asked to explain the reason for these purchases he said they were for the gymnasium. Previous investigation had brought out the fact that during January, 1912, a professional wrestler had come to town and had given several exhibitions in the school gymnasium. The secretary of the school board, the principal of the school and the druggist who sold these supplies to the school board were pupils of this wrestler and frequently engaged in wrestling matches with the professional. The mats the school owned were small. The \$140 wrestling mat was bought at the time these men were having their bouts, and while it cannot be proven, it does seem evident that it was bought to avoid the skinned elbows resulting from not having a large mat upon which to wrestle. The school district is greatly in debt at this very time, having paid \$389.17 in interest during the year

- (3) In one district under the township system a schoolhouse of the usual type was built. The auditor found that unusually large sums had been paid

for materials, lumber, etc. The total sum paid for these and designated "for the new school" was \$4,000. The board members when asked the cost of this building, were unable to tell, saying that it was built by day labor. Asked to approximate the cost their estimates varied from \$600 to \$1,000, a lumber dealer who knew the building and from whom a part of the lumber had been bought, stated that \$400 was a fair allowance for materials. A board member when asked why his board did not advertise for bids and contracts for the building of the schoolhouse stated they wished to give the people of the district a chance "to make something." However, most of the money expended for labor was paid to district officials

- (4) In one district township system it was found that two teachers had been given 11 orders of \$45 each. The records showed that they had been engaged for nine months work. The two extra orders were shown by bills to be for "extra work." It was possible to interview but one of these teachers, the other one not being at home. The one seen claimed that the board during the year had increased her salary to \$55 so that eleven payments of \$45 would just "make it". The minutes of the board did not show this, and school board members denied it. The clerk explained that this teacher had a very hard school, that she was lonely, and taken all in all he thought she was entitled to one extra order of \$45. When asked why he issued two extra orders of \$45 he denied having done so. When confronted by the cancelled orders signed by him he collapsed and said, "Well, I didn't know I did that. I sure made a mistake." This teacher was the sister of the clerk's wife. He had no explanation whatever for issuing the eleven orders to the other teacher. The clerk admitted that neither one had done any "extra work"
- (5) While auditing the records of one school with 52 pupils, the investigator found that the wife of the

secretary of the school board was receiving considerable sums of money for services rendered:

\$30.00 for "labeling books", 1908-1909

\$80.00 for "clerical work," 1909-1910

\$82.00 for "clerical work", 1910-1911

A personal investigation showed that "labeling books" consisted of pasting gummed labels into the books. There were but 130 books in the library. The board paid \$20.00 to a teacher for "cataloguing books". In every other district teachers did this work without extra compensation. It was impossible to get any information from either the secretary or his wife as to the nature of the "clerical work" for which she was paid. During this time the secretary was not only receiving a regular salary of \$75 per year but charged \$3 for every meeting attended and \$3 for each visit to a school

- (6) In one district a school board having five schools in a township under its control had within two years purchased *seven organs*
 - (a) Five old and two new
 - (b) At prices from \$30 to \$100
 - (c) One of the new organs costing \$100 had not been removed from the dealer's home in June, although purchased the previous September; one was stored in the town hall; one was stored in the village school and unused for the reason that the school owned a piano; the other organs were distributed among rural schools. The old organs were poor and out of repair, although the board had paid a total of \$10 for repairs on them
- (7) One treasurer refused to give up his records, stating in a letter that "they were crooked". Finally the books were brought in. The auditor found the records in the worst possible shape. It was impossible to strike a balance, the records failing to show either dates when moneys were received or dates when moneys were paid out. On one page

of his record of disbursements he charged the same order twice in eight cases. The following show the amounts thus duplicated: \$3.65, \$10.00, \$3.00, \$11.50, \$3.20, \$15.00, \$2.75, \$2.00

d—*In every district investigated except one, the annual financial statements by district clerks as reported to the county superintendents were found to be incorrect.* When orders are issued the clerk makes no effort to show the purpose for which they are drawn. When the time comes for the annual statement, he has nothing but a record of the lump sum of money expended during the year

- (1) For no two places were the forms and records uniform. In most places the following records were kept by the clerk: minute book, cancellation record and stubs of orders issued
- (2) In several places the records were not kept up-to-date and in one district the clerk had for two years kept no record other than the stubs of orders issued

e—The present loose system places no restraint upon a clerk or treasurer who is inclined to be crooked. Knowing that his books will never be audited by anyone who is competent to do so, he can handle the school orders as he pleases

- (1) One treasurer admitted that he had bought up all orders when the town was short of funds, and charged a lump sum, including interest at 7%. It was impossible to verify the correctness of the interest, as the length of time the orders were held by him was not shown
- (2) One bank charged \$397 interest for one year and another \$47.98 and did not itemize dates nor orders
- (3) Orders were "raised" so crudely in one district that anyone could detect that the original sum had been scratched out and another written in, yet the treasurer paid them at the higher amount
- (4) In four districts the treasurers charged the board twice for thirteen orders amounting to \$109.99, not including the eight duplications of payment which

were found on one sheet of one treasurer's record of disbursements, as shown above

- (5) A certain treasurer received \$450 "for paying over money while treasurer". In conversation with him he made the following explanation: "You see when I became treasurer I received a certain amount of money from my predecessor. Afterwards bills for work done before I took the office came in and I paid them. These totaled \$450. I didn't think anything about it at the time but later I got to thinking about it and saw that those bills had to be paid out of my pocket as they were incurred before I became treasurer. The other officers thought so too and we had legal advice on it, so the board allowed me the \$450." An audit of the books showed that this treasurer had charged the district and credited himself with every order issued by the clerk except two, amounting to \$8, including not only those issued during the treasurer's term of office but also those issued before he was elected and which had not been paid by the former treasurer. The predecessor of this treasurer, a brother-in-law, was \$196.40 short in his accounts and was forced to make good, the shortage having been shown up by a local auditing committee a few months after his term of office had expired
- (6) In another district the treasurer had charged \$20 without showing a corresponding order or reason for the charge
- (7) In two districts the treasurer's records did not show the proper balances on hand at the close of the year 1910-1911, and they were short in their accounts, \$171.95, and \$336.77, respectively. In both places the treasurers admitted the shortage and offered to make the school board "a present" of the amount short
- (8) The treasurer's records vary as widely as do the clerk's
- (9) In but eight districts was it found possible from the books alone to strike a balance for any fiscal year

- (10) The treasurers in entering paid school orders under "disbursements", invariably use the dates on which the orders were issued by the clerks, instead of the dates when paid. It was therefore impossible, when the balance could not be obtained from the books directly, to get a book balance for any fiscal year, except in the few cases where the paid school orders were preserved and dates of payment stamped on them. In many cases the orders had not been marked "cancelled" or "paid"
- (11) In eight districts bills were paid for different amounts from those stated on the clerk's order. In one district an overpayment of \$27.53 had been made on ten orders
- (12) In seven districts records did not show any dates for money paid out
- (13) In two districts the records did not show that any money had been received
- (14) In 12 districts bills were paid for contract work when no records of contracts could be found in the minutes
- (15) In one district, a treasurer who served both as town and school treasurer, charged 2% for distributing to the other treasurers school money received both from the county and from the state
- (16) In nine districts money was paid although no bills had been presented
- (17) In one district teachers were compelled to pay to storekeepers 10% for cashing salary checks, as the school treasury had no funds
- (18) In one district the school was discontinued and yet the board continued for two years to levy and collect school taxes
- (19) One treasurer reported that he had not received the \$50 state aid due the districts for school year 1909-1910, owing to the fact that the proper report had not been made to the state department of public instruction. After school election, the new clerk wrote to the state superintendent and found out that the money had been sent to the treasurer, and that his endorsement was on the back of the

cancelled check. Confronted by this statement from the state superintendent he confessed that he had received the money and gave the clerk an order on his employers for the amount, \$50

f—Boards as such participated in errors

- (1) In 26 districts the boards allowed bills which had neither been itemized nor audited according to law
- (2) In 13 districts records do not show that an annual settlement was made between the treasurer and the board
- (3) In three districts bills were paid on which the amount of the indebtedness was not stated; the sum appearing in the cancellation record only
- (4) In 17 districts the board members made illegal charges for taking the school census
- (5) In six districts the board members made illegal charges for posting notices of school meetings
- (6) In two districts the board members charged for livery hire to attend meetings when they used their own horses
- (7) In 17 districts the board allowed themselves higher compensation than the law prescribes although salaries had not been voted upon at any annual meeting
- (8) In four districts board members received compensation for attending board meetings that were never held or meetings when the minutes show that they were not present
- (9) In four districts members charged from \$2 to \$4 for attending school board meetings besides receiving a regular salary
- (10) In four districts the board members charged for visiting schools
- (11) In 1905 a certain school board bought from its president a one-acre school site at a cost of \$375. The plot was a part of the board member's homestead, partly cleared and located seven miles from a village in a newly settled country. The price of stump land in that section at the present time is from \$5 to \$15 per acre. (In 1905 it could

not have been more.) At the time of the sale, this property was government land as the board president had not proved up on it. This record was obtained from the land office. The school board paid for digging a well on this school site. None was dug there; but on the home lot of the board president, and within 400 feet of the schoolhouse, a well was sunk at the time when the board paid the bill for a well on the school site. The seller still retains the land

- (12) In 18 districts board members contracted with themselves, a proceeding which the law prohibits
- (13) In the purchase of wood for school use one board paid \$1.75 to \$2.50 a cord when purchased from individuals not connected with the board. In not a single case where wood was bought of board members, their relatives or business associates, did the board pay less than \$4 per cord. One purchase, amounting to 50 cords, was purchased from the son of the board president. It was not customary for the board to measure wood when delivered
- (14) In one district it was customary for school board members on their trips to the neighboring town to bring back supplies for their schools, and charge expense of trip to the school board. In one case the county superintendent assured the investigator that a school board member after spending a whole day in a town and becoming intoxicated, charged and actually received \$4.50 drayage for taking to his school a box of crayons. During 1910-1911 the school board paid \$13.50 for drayage in delivering supplies to schools
- (15) In one district a school clerk was appointed by the board at \$3 a day to supervise the construction of a school building, receiving \$409 compensation for this work. During the period when the schoolhouse was being built this man was busily engaged as a lumber sealer and was also town clerk. Furthermore, he was not a builder or contractor and was not qualified to supervise the construction of a

building. The board in fact had already engaged a head carpenter for this purpose at a salary of \$4.50 a day

- (16) On June 11, 1910 a school board contracted for the digging of a basement for a school building. \$200 was the contract price. Immediately after awarding the contract the board appointed themselves a committee of three to supervise the work. The three board members received \$120 in payment for supervising the \$200 job.
- (17) In one district \$20.25 was paid to a notary for swearing to affidavits of accounts, the district paying for this service at 25 cents per bill

g—In two districts only was it found that the county superintendents had assisted the school boards in disentangling their accounts .

h—Almost universally the officers were eager to be instructed in proper methods of keeping accounts, one clerk traveling 28 miles to have his books straightened out

i—In many cases the treasurer desired a competent audit of his accounts in order that the people might be satisfied as to their correctness

5—The census of children of school age upon which the distribution of state school moneys is made, has been found very inaccurate due to duplication and error invited by the complicated method of reporting children to town clerks

a—Some counties are deprived of their just share of the state appropriation and others are receiving too much

b—The number of children reported is usually excessive in towns where there are many joint districts

- (1) One county reported on June 30, 1911, 8,304 children of school age; a recount of the census lists showed only 7,790. The clerk had reported 514 children too many. At the present rate of appropriation the county received \$1,379.00 too much. In the districts of this county which were not

joined with other districts, the clerk reported 4,292 children, 3 too many, for the recount showed 4,289. The excess in the clerk's figures is almost exclusively in the joint districts

- (2) In another county the clerk reported 6,778 children, the recount showed 6,986 or an excess of 108
- (3) In 7 counties examined the clerks reported 1,932 more children than found in the recount. In addition the recount found 112 children 20 years of age and 130 whose ages were not stated
- (4) The excessive number of children reported lowers the proportion of the state apportionment coming to each child and the counties reporting accurate figures receive, therefore, a smaller share than they are entitled to and would receive, if the other counties were accurate

c—In reporting the number of children of compulsory school age, seven years and less than fourteen, even greater inaccuracies have been found. In the two counties mentioned, the clerk reports in the first, 713 and in the second 362 too few

PART III

Sanitary and Educational Conditions of Rural Schools

1—Lighting of school buildings

- a—Only three one-room schools out of 110 visited and reported on for lighting were lighted from one side only
- b—Only two of these had sufficient lighting area in proportion to floor area; 1.5
- c—98 schoolrooms were lighted from the two opposite sides, compelling the children on one side of the schoolroom to work in a major light coming over the right shoulder
- d—In only 19 of these rooms was the ratio of lighting space to floor space adequate
- e—14 schoolrooms were lighted from three sides, thus submitting the children to trying cross lights and in some cases compelling them to face the light
- f—One schoolroom was lighted from all four sides. Yet even in this room the ratio of lighting area to floor area was only 1.6, the permissible minimum being 1.5
- g—In many buildings the conditions were aggravated by improper curtaining of the windows. Nowhere were translucent curtains (in addition to the regular opaque or semi-opaque curtains) which would soften the direct rays of the sun while admitting sufficient light for school purposes
- h—The tinting and painting of most schoolrooms had evidently been done without any reference to the principles of good lighting

- i—Even in the most recently constructed buildings the most common canons of correct lighting have frequently been violated
- j—With hardly an exception the windows stopped short of the ceiling by 1 to 3 feet, leading to a loss of reflected light from the ceiling
- k—In all but 3 buildings the windows were too widely separated, thus causing bars of half light in the schoolrooms
- l—In many rooms the ceilings and walls were dingy and painted a dark color
- m—No district had the following minimum essentials which every district ought to have:
 - (1) Windows on one side or on two adjacent sides only with the major light coming over the left shoulders of the pupils
 - (2) Windows properly curtained with both opaque and translucent shades
 - (3) Windows running practically to the ceiling
 - (4) Narrowest piers possible between windows—not over 15 inches
 - (5) White ceilings
 - (6) Walls tinted a soft light green or gray, restful to the eye and nerves and having high reflecting quality

2—Heating of school buildings

- a—Of the 106 schools inspected as to heating conditions

- (1) 8 were heated by furnace
- (2) 69 " " " jacketed stoves
- (3) 29 " " " unjacketed stoves

- b—As a rule the school buildings were well heated, but particularly on cold days unjacketed stoves did not heat sufficiently the far corners of the room, while the temperature of the air in the immediate vicinity of the stove was tropical

- c—On account of the general absence of thermometers and lack of knowledge on the part of teachers, overheating is prevalent in mild and ordinary weather in winter
- d—As a rule wood was used in these stoves. It was usually kept under cover and provided in sufficient quantity, but ten schools were found where the supply was only a day or two ahead of the demand and where it was liable to become water-soaked. In four schools great difficulty was experienced in keeping the fires going
- e—The large number of jacketed stoves is undoubtedly due to the \$50 a year subvention for three years to schools putting in jacketed stoves and fulfilling certain other requirements
- f—In some cases parents complained that children could not warm their hands at the jacketed stoves. In one case the jacket was removed for this reason after the whole \$150 had been collected; but one month's trial of the old conditions was sufficient to make everyone willing to restore the jacket

3—Ventilation of school buildings

- a—Of 106 schools 8 were ventilated by the gravity system in connection with a hot air furnace; 69 had jacketed stove ventilation and 29 could be ventilated by the windows and doors only
- b—These figures indicate a condition better than was actually found, as in 11 schools the pure air intake was closed; in 8 the foul air damper was closed, and in 3 both were closed
- c—In 15 schools visited either the windows or storm windows could not be raised or were not provided with openings
- d—Where the jacketed stove system had been installed and where the ventilation devices were really used the result was excellent. There is, however, among both teachers and pupils a lack of knowledge about matters of ventilation which gives the appearance of indifference

e—Many teachers did not understand how the jacketed stove ventilation in their schools worked. Apparently, none had conceived the idea that the jacketed stove is an excellent piece of practical physical apparatus which could be made of the greatest interest to pupils. It was evidently a new experience to the pupils when they saw the paper, held below the foul air vent by the investigator, whirled up the flue to the outside air

f—No school was found with all of the following minimum essentials of ventilation, i. e., where

- (1) The teacher understood the elementary principles of ventilation and knew how good ventilation might be obtained in the schoolroom and in their own homes
- (2) The boys and girls understood the value of good ventilation and knew how good ventilation might be obtained in the schoolroom and in their own homes
- (3) The parents of boys and girls attending school were alive to the importance of good ventilation
- (4) The school was furnished with a good furnace or jacketed stove ventilation
- (5) Such apparatus was used to the best advantage
- (6) Windows were opened at recess, at noon and at periods of exercise
- (7) Windows were provided with boards to direct the incoming air upwards so as to protect children from direct draughts

4—Care of school buildings

a—Of 131 schools inspected for this fact the floors were scrubbed

- (1) once a year in 35
- (2) twice a year in 27
- (3) four times a year in 25
- (4) once a month in 30
- (5) never in 3
- (6) nobody knew when in 11

b—The scrubbing was done by

- (1) the janitor in 18 schools
- (2) hired help in 94

(3) the teacher in 7

(4) in 12 schools the information was not available

e—Only 30 rural schools, where the floors were not treated with non-drying floor dressing, were scrubbed once a month—the minimum essential

d—No rural school where the floors were treated with non-drying floor dressing received the minimum essential of two applications of the dressing each year, after thorough scrubbing with hot water containing alkali in solution

e—The floors were swept

(1) daily in 106 schools

(2) three times a week in 14 schools

(3) weekly in one school

f—The sweeping was done by

(1) the teacher in 83 schools

(2) the janitor in 27 schools

(3) hired help in 10 schools

g—Only ten of 94 teachers questioned said that they received extra pay for sweeping their classrooms

h—Only 8 floors out of 131 inspected were treated with non-drying oil

i—A sweeping compound or treated sawdust was used in sweeping 27 buildings out of 131 inspected

j—The dust conditions in most schools were bad and in some very bad. Matters were made worse in some cases by the use of soft crayons on the blackboards

k—Dusting was done

(1) daily in 96 schools

(2) three times a week in 16 schools

(3) weekly in 5 schools

(4) never in one school

(5) at times unknown in 13

(6) with turkey duster in one school

(7) with a treated yarn duster in one school

(8) with cloths or untreated yarn dusters in 4 schools

5—Water-closets

a—Out of 131 schools inspected water-closets were scrubbed

- (1) in 66 schools once a year
- (2) in 13 schools twice a year
- (3) in 29 schools never
- (4) in 23 schools nobody knew when they were cleaned

b—No proof was discovered in a single case that the closets were thoroughly cleaned out underneath at any time

c—The water-closets were inspected

- (1) weekly in 85 schools
- (2) monthly in 22 schools
- (3) semi-annually in 3 schools
- (4) never in 8 schools
- (5) it was impossible to learn when the rest were inspected

d—The inspection is often perfunctory. Indescribable conditions were found in some cases where frequent inspection was alleged

e—Out of 106 cases where measurements were made the distance of the water-closets from the school buildings was

- (1) under 20 feet in 13 cases
- (2) from 20 to 30 feet in 23 cases
- (3) from 30 to 40 feet in 17 cases
- (4) over 40 feet in 49 cases

f—Out of 106 cases where measurements were made the water-closets for boys and girls were

- (1) under the same roof in five cases
- (2) under 10 feet apart in 1 case
- (3) from 10 to 20 feet apart in 5 cases
- (4) from 20 to 30 feet apart in 25 cases
- (5) over 30 feet apart in 65 cases

g—Out of 121 inspected, water-closets were

- (1) screened in 89 cases
- (2) unscreened in 32 cases

h—In many cases the screens were a mere pretense intended only to comply with the letter of the law; they were too low or made of lattice work with large spaces

i—In some cases the county superintendent admitted that he knew the law was being violated, without taking any effective steps to remedy the condition

j—No rural schools were found which conformed to *all* the following minimum requirements, i. e., where

- (1) the water-closets were scrubbed once a month
- (2) the water-closets were cleaned out thoroughly underneath twice a year
- (3) the water-closets were inspected once a day by the teacher and once a week by a school officer
- (4) the water-closets were 30 feet apart
- (5) the water-closets were 30 feet from the school building
- (6) the water-closets were thoroughly screened

6—Care of grounds

a—The grounds are cleaned

- (1) annually in 102 schools
- (2) semi-annually in 8 schools
- (3) never in 8 schools
- (4) at times unknown in 13 schools

b—In most cases the cleaning is very perfunctory, being sometimes limited to cutting the grass before school opens in the fall

7—The common drinking cup

a—Individual drinking cups were found in 84 schools

b—The common drinking cup was still used in 33 schools

c—One county superintendent asserted that there was no school in his district where the common drinking cup was in use, but four such schools were found within ten miles of his office and all within his district. The teachers claimed to have notified the superintendent of the fact

- d—Of the 84 schools where the individual drinking cups were in use, only two provided dust proof cabinets for the cups. In the majority of cases the danger of infection was not decreased by the use of the individual drinking cup in actual practice
- e—In only two rural schools were found these minimum requirements
 - (1) individual drinking cups
 - (2) dust proof cabinets to contain them

8—Use of individual pencils

- a—In 103 schools children either bought their own pencils or were supplied with individual pencils
- b—Pencils were used indiscriminately in 14 schools

9—Use of slates

- a—Out of 131 rural schools inspected the slate and slate pencil are still in use in 49
- b—In these schools sanitary conditions in the use of the slate were not maintained

10—Age of school buildings

- a—14 buildings were from 1 to 10 years old
- b—20 buildings were from 10 to 25 years old
- c—25 buildings were from 10 to 25 years old and over
- d—24 buildings were very old, age unknown
- e—25 buildings were of unknown age
- f—In southern counties old school buildings, which have paid their way and might well be replaced by modern structures, are numerous

11—Floor area of school buildings

- a—No schoolroom had a floor area of less than 250 square feet
- b—33 schoolrooms had a floor area from 250 to 500 square feet
- c—51 schoolrooms had a floor area from 500 to 750 square feet
- d—22 schoolrooms had a floor area of more than 750 square feet or over
- e—Every rural school visited had sufficient floor space for the pupils attending

12—Height of ceilings

- a—The ceilings of 15 buildings were found to be less than 9 feet high
- b—The ceilings of 19 buildings were found to be between 9 and 10 feet high
- c—The ceilings of 13 buildings were found to be from 10 to 11 feet high
- d—The ceilings of 55 buildings were 11 feet and over
- e—Accepting 11 feet as the minimum permissible schoolroom height of a ceiling, 55 Wisconsin schoolrooms out of 102 measured fell below the standard

13—Vestibules of school buildings

- a—Out of 80 schools visited and reported on for these facts
 - (1) 43 schools had good vestibules
 - (2) 24 schools had poor vestibules
 - (3) 13 schools had no vestibules whatever
- b—Over one-third of the schools had no proper provision for entries, so that in cold weather pupils at their seats were flooded with cold air whenever a pupil arrived late, and often when the doors were closed, cold currents swept

along the floor from the cracks under the doors, chilling the feet of all the pupils for hours at a time

14—Closets in school buildings

- a—Of 100 schools inspected as to closet accommodation 65 had no closets whatever
- b—This resulted in many cases in giving a slovenly appearance to the entry or corridor and the schoolroom itself owing to lack of a proper place to store apparatus and supplies while not in use

15—Style of school architecture

- a—The ordinary chalk box style of school architecture prevails
- b—Except in rare cases where the building is kept well painted and surrounded by shade trees, rural school buildings have a very bare, mean and unattractive appearance
- c—This general disregard of aesthetic consideration in original construction finds its counterpart in the neglected condition of school grounds and buildings, and in the lack of pictures and decorations within the buildings. This constitutes an invitation to children to disfigure school walls, outbuildings and fences,—an invitation which is generally accepted

16—Size of school grounds

- a—Of 125 school grounds inspected and measured
 - (1) 18 are over 1 acre in area
 - (2) 33 are 1 acre in area
 - (3) 8 are $\frac{3}{4}$ acre in area
 - (4) 1 is $\frac{2}{3}$ acre in area
 - (5) 40 are $\frac{1}{2}$ acre in area
 - (6) 3 are $\frac{1}{3}$ acre in area
 - (7) 11 are $\frac{1}{4}$ acre in area
 - (8) 11 are less than $\frac{1}{4}$ acre in area

- b—Of 125 schools inspected as many as 11 had grounds so small that not over one-sixth of an acre was available for the play of both sexes, rendering educational play practically impossible
- c—In not one case were the school grounds used on Saturday afternoons as a play center for the youths of the community who had finished school
- d—Only one school had any playground apparatus whatever
- e—Not one rural school was found with a field large enough for a regulation baseball diamond where the youths of the community could play on Saturday afternoons and where the adults of the community could gather to watch the struggle of opposing teams

17—Natural suitability of school sites

- a—Of 125 school sites examined
 - (1) 62 were suitable
 - (2) 18 were fair
 - (3) 45 were poor
- b—62 rural schools out of 125 reported on were situated
 - (1) On at least a slight elevation
 - (2) Where the soil would quickly absorb moisture
 - (3) Where it could be conveniently reached over good roads from all parts of the district
 - (4) Where extra space could be obtained for playground purposes
- c—Of 103 school grounds inspected for these facts
 - (1) 51 had clay soil
 - (2) 8 had clay loam soil
 - (3) 8 had loam soil
 - (4) 9 had sandy loam soil
 - (5) 17 were sandy or gravelly
 - (6) 10 had a black loam soil

18—Ornamentation of grounds

- a—Of 129 school grounds reported on only 25 were in any way improved
- b—Of 129 schools visited only one had a school garden

19—Blackboards

a—Of 105 schools inspected for these facts there were

- (1) Wood blackboards only, in 15
- (2) Composition blackboards only, in 16
- (3) Slate blackboards only, in 63
- (4) Wood and composition blackboards, in 5
- (5) Wood and slate blackboards, in 3
- (6) Plaster blackboards, in 3

b—Of 102 schools in which measurements were made the blackboards had an area of

- (1) Under 30 square feet in 4
- (2) From 30 to 40 square feet in 3
- (3) From 40 to 60 square feet in 15
- (4) From 60 to 80 square feet in 32
- (5) From 80 to 100 square feet in 22
- (6) From 100 to 120 square feet in 14
- (7) Over 120 square feet in 12

c—Of 105 classrooms inspected for these facts blackboards were found

- (1) In front only in 25
- (2) In front and on one side in 18
- (3) In front and on two sides in 35
- (4) In other combinations in 27

d—Out of 105 schools inspected for those facts only 20 provided some blackboards situated not over 30 inches from the floor, so as to provide for the use of the boards by small children

e—Out of 102 schools inspected for these facts the blackboards were used by pupils and teachers

- (1) Freely in 56
- (2) Infrequently in 16
- (3) To a fair degree in 30

f—Of 104 schools inspected for these facts

- (1) 80 used common soft crayon
- (2) 24 used dustless chalk

g—Of 105 schools inspected for these facts

- (1) 16 were provided with all felt erasers
- (2) 89 were provided with wood and felt erasers

20—Seating

a—In the 131 schools from which data was obtained there were 4265 sittings of which

- (1) 94 were adjustable
- (2) 4171 were nonadjustable

b—Of these 131 schools

- (1) Seats of assorted sizes were found in 123
- (2) Seats of one size only were found in 8

c—The type of seating in which the seat of the desk in front is attached to the desk behind is in general use

d—The practice of placing small sittings and large sittings in the same row is practically universal

e—This results in a high seat going with a low desk, or a low seat with a high desk, a condition infinitely worse than the use of nonadjustable seats

f—In half the schools visited double seats and desks only were found

g—In one case such desks had been in use for 30 years

21—Libraries

a—Of 106 schools whose libraries were examined

- (1) 7 had in their libraries less than 50 volumes
- (2) 10 had in their libraries from 50 to 75 volumes
- (3) 7 had in their libraries from 75 to 100 volumes
- (4) 27 had in their libraries from 100 to 150 volumes
- (5) 47 had in their libraries over 150 volumes
- (6) 8 were not estimated

b—During the past year there were added to the libraries in 106 schools from which figures were obtained

- (1) Less than 5 books in each of 17 schools

- (2) From 5 to 10 books in each of 33 schools
- (3) From 10 to 15 books in each of 15 schools
- (4) Over 15 books in each of 21 schools
- (5) None in each of 20 schools

c—Out of these 106 schools

- (1) International dictionaries were found in 66 schools
- (2) General encyclopedias were found in 104 schools
- (3) Other reference books were found in 24 schools
- (4) No reference books were found in 13 schools

d—Owing to the law that all books must be selected from a list authorized by the state authorities, the libraries were particularly strong in the character of their selections

e—One library was kept in a soap box, one was piled on the floor; 6 libraries were otherwise improperly cared for

22—Manual training and domestic economy

Not one rural school of the 131 visited had any equipment for manual training or a sewing machine.

23—Teachers' records of visits of supervisors

a—Out of the 131 schools visited 11 kept no records of the visits of supervising officers

b—in 76 schools there were no transfer cards for pupils leaving the district

c—in 106 schools no records were kept of the causes of absence of pupils

d—in 119 schools no records were kept of the causes of tardiness

e—in only 59 schools were monthly reports made to the county superintendent

f—in only 54 schools were term reports made to the county superintendent

- g—Not one rural school teacher out of the 131 visited kept records and made reports adequate in all respects, i. e.,
- (1) Kept an accurate record of the causes and amount of absences
 - (2) Kept an accurate record of the causes and amount of tardiness
 - (3) Sent a transfer card giving information as to scholarship, attendance, etc. to the new school of every pupil leaving the district, and obtained where possible a similar card for every pupil moving into the district
 - (4) Kept an accurate record of the date and length of visits of supervising officers
 - (5) Made monthly and terminal reports to the county superintendent on attendance and on condition of the school in general

24—Amount of supervision

a—Out of the 131 schools

- (1) 17 were not visited during the year by either state inspector or county superintendent
- (2) 66 were visited once by the county superintendent
- (3) 30 were visited twice by the county superintendent
- (4) 8 were visited by the state school inspector
- (5) from 18 the information was not available

b—In one school the records show that there had been no visit by the county superintendent in six years. The teacher who had served in this school for two years stated that during her incumbency the county superintendent had not visited the school. Not a pupil had ever seen the county superintendent in the school. In the same county, out of ten schools inspected, only two had been visited by the county superintendent during the school year

25—Certification of teachers

a—Of 129 teachers visited and reported on

- (1) 5 had life certificates
- (2) 19 had first grade certificates
- (3) 50 second grade certificates
- (4) 55 third grade certificates

26—Length of service in present school

a—Of 128 teachers visited and reported on

- (1) 56 had taught in their present school less than 1 year
- (2) 39 had taught one year
- (3) 20 had taught two years
- (4) 9 had taught three years
- (5) 4 had taught more than 4 years

27—Total length of teaching service

a—Of 115 teachers visited and reported on

- (1) 31 had taught in all less than one year
- (2) 19 had taught in all from 1 to 2 years
- (3) 19 had taught in all 2 to 3 years
- (4) 12 had taught in all from 3 to 4 years
- (5) 5 had taught in all from 4 to 5 years
- (6) 29 had taught in all 5 years or more

28—Length of present contracts

a—Of 130 teachers visited and reported on

- (1) 1 had contracted for less than a year
- (2) 126 had contracted for one year
- (3) 1 had contracted for two years
- (4) 2 had contracted for more than two years

29—Salaries

a—Of 73 teachers visited and reported on

- (1) 2 were paid less than \$30 a month
- (2) 18 were paid between \$30 and \$35
- (3) 20 were paid between \$35 and \$40
- (4) 18 were paid between \$40 and \$45
- (5) 12 were paid between \$45 and \$50
- (6) 3 were paid between \$50 and \$60
- (7) 0 were paid over \$60

b—Over 50% of the teachers visited received less than \$40 per month, janitor work included in most instances

30—Cost of teachers' board

a—Of 123 teachers visited and reported on

- (1) 20 paid less than \$2.50 per week
- (2) 50 paid between \$2.50 and \$3.00 a week
- (3) 22 paid between \$3.00 and \$3.50 a week
- (4) 11 paid \$3.50 or over a week
- (5) 20 did not state price of board

b—Of 123 teachers visited and reported on

- (1) 11 boarded at home outside the school district
- (2) 15 boarded at home within the school district
- (3) 95 boarded with others within the school district
- (4) 2 boarded with others outside the school district

c—In all 13 teachers boarded outside the district in which they taught, and of the 95 who boarded within the district, but not at home, the majority in thickly settled communities went home for the week end

31—Distance of teachers' boarding places from school

a—Of 111 teachers visited and reported on

- (1) 73 lived $\frac{1}{2}$ mile from school or less
- (2) 38 lived more than $\frac{1}{2}$ mile from school

32—The teachers' study rooms

a—Of 117 teachers visited and reported on

- (1) 98 were provided with rooms warmed sufficiently to be used for study purposes
- (2) 19 had no place where they could study beside the common living room

33—The attitude of teachers toward country life

a—As shown in school work was not sympathetic in 32 cases

b—As shown in conversation with the investigator was not sympathetic in 29 cases

34—Part taken by teachers in community life

- a—Of 131 rural teachers visited 85 took no part whatever in the community life, i. e., did not live with the community, although they might live in it

35—The personal equation of the teacher

- a—Marking on a standard which gave the teacher the benefit of every doubt, giving credit for every indication of merit, and making all due allowance for the shortness of the inspections, out of 118 teachers studied for this purpose

- (1) 31 were found unsatisfactory in neatness
- (2) 46 were found lacking in vivacity
- (3) 24 were found physically unfit
- (4) 31 had poor address
- (5) 26 showed an undesirable attitude toward visitors
- (6) 47 showed an undesirable attitude toward child life
- (7) 37 showed weakness in discipline
- (8) 57 showed a lack of ability to instruct

36—The rural school as a social center

- a—Out of 131 school rooms inspected

- (1) 6 were used for joint meetings of parents and teachers
- (2) 0 were used for mothers' meetings
- (3) 8 were used for meetings of debating societies
- (4) 31 were used for occasional social gatherings
- (5) 8 were used for farmers' meetings

37—Outside co-operation with school authorities

- a—In but 2 of the 131 schools visited was there any evidence whatever of coöperation of school patrons with the school authorities in bringing about better conditions as to

- (1) Improved equipment
- (2) Improvement of grounds
- (3) Decoration of school building
- (4) Improved sanitary conditions

- b—Several school patrons when asked why they did not make an effort to improve conditions, said "it is up to the school board"
- c—One lady in response to a letter of inquiry as to the amount of outside coöperation with the local school boards, wrote that it was the business of the school board to run the schools and for her part she did not propose to meddle with their business

38—Snap shots

a—This is a school situated in one of the wealthiest farming communities in Wisconsin. Farm lands are rated at \$150 to \$200 per acre, until a buyer desires to buy, and then he is likely to learn that he cannot buy the farms at all. Every farm is well improved; not only are there stone silos, spacious barns and other commodious farm buildings but even the farmhouses are well built and appear to be most comfortable homes. The school ground was small—25 yards by 24 yards—uneven and unkept. The out-house was unscreened. A board partition only separated the boys' closet from that of the girls'. The door on the boys' side was hanging on one hinge. The interior was indescribably filthy and unfit for use. The school building was a mere shack built 60 years ago, constructed of matched lumber without any siding. It was painted dark green. The approach and steps were dilapidated and in poor repair. The corridor was partly filled with soft coal; the dust had spread over the whole floor and was being tracked into school. Entering the schoolroom, the investigator found conditions within even worse than those on the outside already described. The floor was littered; coal dust and pieces of coal were scattered around the old stove, the teacher's desk was in disorder; the room was much overheated; doors and windows were shut tight to exclude the cold and the air was so vitiated as to be sickening. The lighting was unusually poor. The four small windows, two on the east side and two on the west, were dirty and half covered by shades; the walls and ceiling were dark; the ratio of window area to floor area was

1-17. The children were dull, listless and drowsy. The teacher was simply helpless. Her salary was \$28 a month, the lowest paid any rural school teacher visited during the investigation. Physically she was unfit to teach school. On account of her poor health, her inexperience, her lack of training, the physical conditions in which she was working, she was incompetent and hopelessly weak. Eleven children were enrolled, two had withdrawn, leaving nine pupils. The program provided for 37 recitations. The school day consists of 6 hours—9 to 12 A. M. and 1 to 4 P. M. Thirty minutes are used up for recess and 15 minutes for opening exercises, leaving 5 hours, 15 minutes for the 37 recitations or 8 1/5 minutes per recitation. Deducting three minutes for calling and dismissing classes, and taking into account the usual interruption by pupils at seats leaves less than 5 minutes per recitation. During the recitations heard, the children showed no interest whatever and so far as the investigator was able to judge the time was absolutely wasted. The teacher used most of it in scolding and nagging the children, to which fortunately they had become accustomed and so cared but little, if at all.

b—In the northern part of the state in the heart of the "pine country" was found a brick school building built less than two years ago. It was impossible to find out the actual cost. The estimated cost given by the directors, was "over \$2,000." This should have insured a model building, but these faulty conditions were found:

- (1) The furnace in the basement was not effective
- (2) The shaft for carrying off the foul air was too small
- (3) The arrangement of the schoolroom made it impossible to place seats so as to insure proper lighting. The actual arrangement placed the major light in the rear of the pupils while they were forced to face the light from two windows, one in each corner
- (4) In the arrangement of corridors and closets, much space was wasted
- (5) In clearing the site every shrub and tree was cut down, although some splendid pines were originally

on the site and could have been left standing. This situation is quite typical. Because of lack of supervision many defects of school architecture result. School boards in the construction of school buildings almost invariably strip a school site of trees, leaving the grounds desolate and barren

c—In a school district located in eastern Wisconsin the school building was found in poor repair. Years ago, when the schoolhouse was constructed, an unusually large opening was left for a door. The hinges supplied proved too light to properly swing the door. The casings were injured in the numerous efforts to remedy the defect, and much of the time it was impossible to keep the door closed. Attempts have been made at the annual school meetings to provide double doors or to appropriate a sum sufficient to close up a part of the door space, so as to require a lighter door. This was one of the chief issues before the annual meeting for two years and in May, 1912, the factions were preparing to continue the fight. The leaders of the factions were political opponents. Such examples of petty and personal differences determining matters of vital school importance may be found some time or other in every district

d—One of the best schools seen was in charge of a young girl, 18 years old, just graduated from a nearby high school. The pupils were alert, responsive and busily occupied. The teacher was obtaining fine results in the usual school subjects. The investigator inquired as to her plans for introducing agriculture, manual training and the domestic arts as a part of her work. She replied that she did not know what was meant. After she had been told of the plans, methods and results gained by other teachers in teaching these subjects, after she had been shown how the school could be made the social center of the community, after she realized the splendid possibilities of creating a strong school spirit in the district by means of parents' organizations, she said to the investigator, "I shall certainly try to do these things; I only wish I had known about it earlier in the term." This teacher was

an unusually capable young woman, with a personality which enables her to organize and make effective any work she determines is needed in her school district. She is a type teacher found in every county visited, and while such teachers are in the minority they are the ones who will become quickly effective in every forward step to school betterment

e—In another school a young woman who had taught for five years was found doing rather ordinary school work. The teacher gave evidence of fine power and in some of the work she showed great skill in her method of presentation. In conversation with her the investigator inquired why she was not making more of her opportunity as a teacher, why she did not take greater interest in her school work, why she did not make the school a vital factor in community life by organizing the activities in which the patrons of the school would be greatly interested, why she did not reduce the work in arithmetic, geography, etc. to terms intelligible to the children. This teacher was sufficiently intelligent and well read so that she understood what was meant; she realized the importance and the need of the work suggested. Her reply, however, was startling—"What difference would it make if I did do these things? Who cares anyhow?" Asked whether the county superintendent would not greatly appreciate such work, she replied that he "had not been around for over two years." When it was suggested that such work would be appreciated by the people of the district she replied that the people did not care so long as the children were taught the common branches in the usual way. When finally the appeal was made that as a teacher with her natural ability she owed it to herself to do the work suggested, she replied, with a twinkle in her eye, that she did not expect to teach much longer

f—In another school a young woman educated in the country, was in charge of a school enrolling ten children, most of whom were in the first, second and third reader grades. This was the teacher's first teaching experience. In conversation with the investigator, she appeared greatly interested in her work and showed a beautiful spirit. In

her teaching she was helpless. In teaching reading to a group of four children all she could do was to point to words and tell them what they were. The children had been in school for five months, but apparently they had accomplished almost nothing except to memorize several pages of the primer. They did not know words isolated from the sentences they had memorized. When the teacher's attention was first called to this fact she could not believe it to be true. When, however, she made the test and satisfied herself that the children really could not read, she was greatly disappointed and much grieved—her own words were—"And I thought these children were doing so well." In teaching arithmetic she did much better, but on the whole she was entirely lacking in effective teaching methods. She was a bright girl, anxious and willing, but in her methods she was limited to what she remembered of the methods used by her own teachers in the rural schools. She told the investigator that the county superintendent had visited her about a month previous and had made no criticism or suggestion except to explain how to fill out the blank for reporting truancy. She complained that there was no way by which she could improve herself in teaching as she lacked funds to enable her to attend a county training or normal school.

g—In one district three public-spirited citizens decided that something had to be done to improve their old tumbledown building and to improve the character of the instruction in their school. As a result the board added twenty feet to the front of the building making an entryway and corridor 9 feet wide by 20 feet long and increasing the floor area of the classroom by one-third. The building was thoroughly painted on the outside and well tinted on the inside. A jacketed stove and ventilation system was installed. A wood box was constructed so that wood could be put in from the entry and taken out from the school room, thus reducing to a minimum the dirt, noise and confusion which usually accompanies the daily replenishing of the wood supply. Tight covers were provided for the wood box both in the entryway and in the schoolroom. A dust proof cabinet for individual drinking cups

was built into the entryway and a larger water crock was provided. A homemade but capacious sand table with beautiful clean building sand was provided. An organ was added to the equipment as well as a good bookcase. The closets were well screened and the school yard cleaned up and partially graded. Good new hard pine floors were put in. Then the board hired a teacher of two years' practical experience who had taken all but 20 weeks of the elementary normal school course. They paid her \$50 a month, a considerable increase over any salary previously paid, in the district. The teacher was of good presence, bright, energetic and prepossessing. The children were infected by the good spirit of the teacher. Everyone had something to do and was doing it with a will. The teacher is planning for a school garden in the spring and mothers' meetings are under consideration. The class periods were short, but much longer than usual, only one being as short as ten minutes and two being as long as twenty minutes. The back of the room was decorated by a beautiful large American flag purchased with money obtained by the sale of pins by the children. A box social was soon to be held to purchase recitation benches. Whatever may be justly said concerning the parsimony of a board which will not furnish such things from the tax levy, it certainly spoke well for the public spirit of both teachers and pupils that they were determined to have these things anyway.

h—Within a half day's drive from this school the investigator found a building not so old but in a terribly dilapidated condition. The boys had kicked holes through the clapboards and boarding. The school board, having been warned by the county superintendent that something must be done if they wished to avoid condemnation proceedings, replaced the old one-pane window on one side of the building by four-pane windows. The furniture and equipment consisted of four maps, a teacher's desk, a teacher's chair, a clock, an ancient stove and alleged seats for twenty children. The teacher used the double negative in the most artistic and unconscious way. When asked if the school board would not supply her with a sweeping com-

pound, she said that "they never got me nothing." There was no ventilation save by the windows. The large boy who kept the fire going did not bend his back before depositing the wood on the floor, to the great danger of the building. When remonstrated with, he "sassed" the teacher. The teacher was not provided with desk copies of the textbooks. In fact it was impossible to make a list of the textbooks as seemingly there were as many different kinds of books as there were pupils. All the books were evidently heirlooms. The outbuildings were well screened. Within a stone's throw of this building is a very fine farm with remarkably fine farm buildings. It is commonly reported that the building for the hogs cost \$2,000. The school building might be worth \$100. It is safe to say that more money is spent in this district on making hogpens comfortable for their occupants than on school buildings—the return on hogs being more immediate than on children

i—One school inspected had a jacketed stove, good ventilation, excellent hard pine floors, well shellacked, a water crock and a fair equipment of apparatus. But the room was dirty, the children listless and the teacher apathetic. The teacher chewed gum steadily during the two hours the investigator was in the room. She was uncultivated in speech and coarse in appearance. There was a good plant wasted because the board had no appreciation of what a teacher should be and do. An interesting sidelight on the situation is shed by the fact that the teacher was in her fourth year of service in the same school at a salary of \$35 per month

39—Course of study

a—The Manual of the Elementary Course of Study, issued by the state department of public instruction, indicates what portions of the various school subjects should be taught in the different grades or forms. To the inexperienced teacher the manual is of the greatest value. Many teachers, however, pay no attention to the manual, preferring to follow the order of the textbook in use. This

is most unfortunate as the manual has attempted to adapt school work to rural school needs and in a measure has succeeded. The benefit which might come from such study of the manual by the teacher as would result in actually guiding her in her teaching is lost as a result of weak and inefficient supervision by the county superintendent.

(1) In one school the teaching of primary reading was unusually ineffective. The investigator called the teacher's attention to the suggestions on the teaching of reading on pages 21 to 35 of the manual. She admitted that she had not read them. All the children had the habit of following words with the finger as they "bit them off" one at a time. When a pupil was unable to name the word he turned the book toward the teacher, the finger just under the word, and she would pronounce it for him. The investigator in his conversation with the teacher called her attention to paragraph 27, page 35 of the manual which is as follows:

"The pointing habit"

'The pupil should not be allowed to point to the words as he reads. He should do as the method described will start him in doing; that is, take in the sentence at a glance and then give the thought. Teachers are sometimes seen pointing to the words on the blackboard one after the other, and having the child call them in succession, also allowing pupils to do the same with finger or pointer. While the child may use his finger to guide his eye while he is studying the sentence to get the thought, when the time for oral reading comes, he is to give thought smoothly and naturally and not merely call the words separately. This does not apply to pointing in drill exercises upon lists of words'

The teacher admitted she had paid no attention to these and other suggestions

(2) In another school a group of boys and girls were attempting to solve some very difficult miscellaneous problems in the application of percentage. The children floundered hopelessly in their attempt to solve them. They could not do so since they did not understand the terms, "bond", "above par", "true discount", etc., used in the problems. The teacher in her attempts to explain the problems to the children showed that she herself was not at all clear as to their meaning. The investigator called the teacher's attention to the outline and suggestions on the teaching of arithmetic on pages 169-180 of the manual. She had read these and could give no reason for not following the suggestions made

40—The program of recitations and study

a—The short recitation period

(1) An analysis of thirty-one programs representing schools in eight widely separated counties shows the average length of the recitation period to be thirteen minutes. Allowing for the time used in calling and dismissing classes, and the time taken up by interruptions of the recitations by the pupils at their seats, the actual time taken for the recitation is less than ten minutes. In so short a period effective class teaching is impossible

b—Method of questioning

(1) Another factor seriously affecting the recitation is the method of questioning used by the teacher in the conduct of the recitation. Leading questions prevail. If at first the pupil is unable to give the answer the question is modified and repeated, the answer sought being made more and more apparent. These replies consist of single words, sometimes phrases. Rarely are they well rounded sentences. Not in a single instance did the investigator hear a topical recitation such as a first-class teacher teaches pupils to make. It was not uncom-

mon for pupils to answer with a rising inflection of the voice indicating the pupils' doubt as to the correctness of their answers. By this method teachers use up most of the time in asking questions, calling for one word replies. The facts thus brought out are isolated. Rarely do teachers even attempt to establish the bearings and relations of these external and detailed facts to the subject of which they are a part. Much less do they use them to explain or light up everyday life and its problems as real teaching should do

- (a) In a small school, nine pupils were present on the day of the visit. The program of recitations was divided into 37 recitation periods, not counting two fifteen minute recess periods and two ten minute periods for opening exercises. The teacher was inexperienced, immature and without professional training. She was earnest and eager to do well, but she simply did not know how to manage her school. Up to the time of the visit, the county superintendent had not inspected her school. The class consisted of a boy and a girl apparently about fourteen years of age. The lesson was on "The Causes of the American Revolution". The time for the recitation

Teacher: John, you may tell us the causes of the Revolutionary War

John: (Looks glum and hangs his head)

Teacher: Don't you know the causes of the Revolutionary War?

John: (Shakes his head but makes no reply)

At this point teacher goes to back part of room to tell a youngster the word in his reading lesson which he had pointed to and held up

Teacher: Can't you tell about the Boston Tea Party?

John: (Brightens up) Yes

Teacher: Tell it

John: They dumped the tea into the ocean

Teacher: Yes, but why did they do it

John: (Says nothing. At this point several children in the back part of the room became noisy. A boy had been annoying some of the other children by throwing particles of snow brought in from out-of-doors. This led to trouble. The teacher much annoyed scolded the children roundly)

Teacher: Anna, you may tell us, John doesn't know his lesson

Anna: (Looks at the floor, apparently much embarrassed and remains silent)

Teacher: (The teacher was getting nervous, and rather sharply) Well, they didn't want to pay taxes did they?

John and Anna: (Both assented that "they" did not)

Teacher: Then what happened

John: They had a war, didn't they?

Teacher: Yes, they did. For the next lesson you may take to page You must study your lesson better for tomorrow. You didn't do very well to-day

- (2) Very few teachers were found so weak and helpless as this teacher. But the same method was repeatedly used by the poorer teachers. Even the best teachers at times resorted to leading questions
- (3) It is a notable fact that the graduates of the county training schools and of the New Richmond High School Teachers Training Department showed much finer teaching ability than those who had not had this professional training. Teaching efficiency in counties having training schools is very much higher than in other counties

c—Pupils do not learn how to study

- (1) In the assignment of the lesson teachers fail to point out definitely and clearly the essentials to be sought by the pupil in the preparation of his lesson
- (2) During a recitation in a school visited the teacher became impatient because the pupils did not recite well. She was especially severe in scolding one boy. He became resentful and retorted—"Well I went over it three times". "To go over" a lesson three times seemed to be the accepted standard of preparation in that school. The teacher, however, informed him that he must "go over it" again

d—Teachers fail to provide profitable employment to children when they are not reciting

- (1) In schools where skillful teachers were in charge pupils were busy and tending strictly to business. They had work to do and were interested in doing it. This condition, however, prevailed in not more than 30 schools out of 131 visited. In the remaining schools there was a spirit of indifference and lassitude. Sometimes this was the result of overheating and lack of ventilation. The chief cause, however, was that pupils appeared to have nothing worth while to do. This is especially true of the younger children. Frequently they were busied in arranging grains of corn, playing with toothpicks, matches, or other wooden splints. Sometimes children were told to make words out of so called "word builders". When teachers were asked what the purpose of this work was they invariably replied "it is busy work". But what is "busy work"—Then would come the reply—"It is to keep them busy"

41—Character of school work

a—Teachers fail to relate what they teach in school to what the child does and learns outside of school

- (1) From earliest years the child reared in the country

becomes responsible for the performances of tasks and chores which must be done regularly and at definite times. Wood must be cut, the pigs and calves fed; the cows must be milked and many other similar duties must be done. Out of these responsibilities grow trustworthiness, habits of work, the power of concentration and application. The child comes to the rural school vigorous, active with senses keen and a strong impulse to do. He has acquired considerable knowledge of his environment. He has a splendid foundation for the study of geography, botany, zoology. He has some knowledge of soils; he knows why one field is better than another for a certain crop; in his observations of farm life he has been stimulated to reason upon causes such as wind, rain and sunshine. He is acquainted with the topography of the farm. He is familiar with plants and weeds on the farm. He knows clover, corn, potatoes, timothy and other plants and grasses. He knows how they grow, how they are harvested and of what use they are. He knows the farm animals, the trees, the flowers and many of the birds. All of these things have interested him because of their usefulness and their power to increase the family income. This extensive fund of information he brings to the school. Here it does not fit in. His introduction to school work is the traditional "see the cat", "see the rat", "the cat sees the rat" and other worse than useless twaddle. Accustomed to doing things full of purpose, he fails to react under the stimulation of textbook material to which his previous experience is unrelated. The teacher has failed to capitalize the child's experience. As a result, he becomes listless, indifferent and indolent

b—The story of several recitations heard in different schools will serve to show the failure of many teachers to adapt the work to the ability of the child and to the community
(1) Coming into one school the investigator found a

class of two boys and one girl reciting in geography. The children ranged in age from 12 to 15 years. The oldest, a boy, was asked to name the exports and imports of England. He was unable to give any answer and although the teacher struggled with him and with the other children, she failed to get the replies she sought. She explained that they were embarrassed because a visitor was present. The investigator asked if he might ask them a few questions and the teacher consented. Turning to the boy first called on by the teacher, he asked him what the exports of his father's farm were. The boy still hesitated, but replied with the question, "Do you mean what we raise?" Encouraged by a partial assent, he went on and became quite enthusiastic in telling about the various crops grown. Another question brought out what was retained on the farm and what was sold. Asked as to imports he again hesitated, not knowing the meaning of the word "imports". When asked what was needed on the farm that they could not raise, he again started off and gave a very clear statement, suggesting farm machinery, groceries, harnesses and also spoke of buying seed potatoes and seed corn. This opened up a new field. Before leaving the subject, the visitor asked the children to compare ex-port and im-port asking them to give the meaning of the words. Without hesitation one of the boys said "Why exports means what you take off the farms and imports what you bring in." Other pupils modified this and gave the general meaning. During the lesson the rest of the school were interested and when at last the original question was brought up the pupils were eager to recite and did so intelligently. They now understood what was wanted and were eager to tell all they knew, and even more anxious to find out the facts supplied by the text

- (2) A class of two boys and three girls was reviewing the subject in preparation for the county super-

intendent's examination for the common school diploma. The pupils had been assigned ten problems selected by the teacher and written upon the board. Following are some of the examples:

- (a) What per cent above cost must a merchant mark an article in order to sell it at a discount of 16% of the list price and still make a profit of 11%?
- (b) An agent sells 415 yards of woolens at \$1.52 a yard charging 2½% commission. He invests the net proceeds in silks at \$1.95 a yard charging 3¾% commission. How many yards can he buy?
- (c) At what price must 4% bonds be bought to yield 5% on the investment?

The pupils could not do these problems. The teacher presented the solution, but the recitation showed clearly that the pupils did not know the terms discount and commission and had absolutely no idea of what a bond was. Neither did the teacher. Asked why she had selected these problems, the teacher explained, "they were in the arithmetic book". Curious to know whether these children understood the very simplest problems in profit and loss, the investigator asked them to solve the following: "If you buy a pencil for 2c and sell it for 3c, what per cent do you gain?" They took all the time they wanted for the solution. These are the answers they wrote on slips of paper, 1%, 50%, 33⅓%, ½% while one had ½ or ¼%. No one could explain how his result was obtained. When asked to give the equivalent per cents for ½, ¼, 1/5, they not only could not do so but they did not know what was meant

- (3) Contrast to this some arithmetic work done during a recitation in agriculture. Entering the school the investigator found a class of seven children ranging in age from 11 to 16 determining at the blackboard the value of milk product of three cows owned by parents of some of the pupils. Following are the facts given:

Cow No. 1 gave 220 lbs. milk during week testing $3\frac{1}{2}\%$

Cow No. 2 gave 196 lbs. milk during week testing 4%

Cow No. 3 gave 250 lbs. milk during week testing 3%

How much was realized from each cow for the week, butter fat being worth 28c a lb.? Later in the same session, boys were determining the actual amount of corn, on an ear. They weighed the ear of corn, shelled it and weighed the corn and cob separately and found what per cent of the whole, the cob and the corn were. One little fellow discovered and seemed delighted to announce that "you can't tell by the size of the ear how much corn it has; it may be mostly all cob." No comment is necessary as to the relative value of these two recitations; neither is it necessary to call attention to the deadening effect of the first and of the splendid stimulation of the pupils resulting from the second

- (4) A class in civics in another school consisted of two boys and a girl apparently fourteen or fifteen years of age. The teacher was struggling to teach the three departments of government—the executive, legislative and judicial. The pupils had "gone over" the lesson in the textbook but could give no answers to the teacher's questions. Upon asking them to open their text books and read the lesson, the investigator found that they were not only unable to get any thought but they actually could not pronounce some of the words of the lesson. One boy pronounced "executive" ex-e-cutive and failed utterly to pronounce "judicial". Seeing how useless it was to continue with this lesson the visitor was curious to find out whether they knew anything of local and state government. The girl told him that La Follette was now governor and one of the boys insisted it was Taft. They had never heard of McGovern. When asked as to the school district, they knew how members

of the school board were elected, and they knew what some of their duties were. They knew nothing of how the money required for maintaining the school was raised although they had studied "taxes" in arithmetic. Asked as to the duties of the county superintendent, a little girl said that his duty was to visit the schools and a boy suggested that the "county superintendent made children go to school". These same questions were repeated in many other schools and rarely were the correct answers given

- (5) Other recitations could be described, but those given are typical. Much of the work is meaningless and unrelated to any of the child's previous experiences. Good work was found but was so exceptional as to be almost a negligible quantity when the work of the rural schools as a whole is considered

c—Teachers fail in the teaching of reading

- (1) Power to read is fundamental, and yet pupils are rarely found who are able to pick out the essential facts of a paragraph. Failure to do this makes it impossible for the student to gain results in the subjects requiring him to get his information by reading. Even in the solution of arithmetical problems most of the trouble arises from the inability of the pupil to read the problems so as to understand the conditions named. Most of the reading consists in the mere calling of words; it is a mechanical process, in which thought-getting is not the end sought
- (2) The actual situation is best shown by the following incidents:
- (a) In one school the older pupils were found reading out of a history. One paragraph contained the following: "Andros was given power to deprive all the colonies of their old charters and to give them a new government"—Stumblingly a fifteen year old boy read along "Andros

was give power to deprive all the colonies of their old characters and to give them a new government". This was uncorrected and another pupil read on in a most laborious way. The following sentence appeared in another paragraph— "During the reign of King George III, British troops were stationed at Boston and the presence of the red coats was displeasing to the citizens". This time a girl read, with the following result: "During the region of King George III, British troops were staticned at Boston and the presence of the red coats was very displacing to the citizens". The really vital thing to be considered is not that these pupils miscalled the words reign, charter and displeasing, but rather that the readers were absolutely unconscious of the fact that changing the words completely destroyed the thought of the sentence. They had not developed a reading consciousness. So long as reading is a mere calling of words and not an effort to get thought, what can be gained from the study of history, geography, literature or any other subject requiring the reading of text books for the information desired? This inability readily to recognize ordinary words is very common. Even in the better rural schools pupils do not read easily and with facility

- (b) Another reading class consisted of two girls and a boy. They had been in school fourteen months. They were reading in one of the standard primers, the same book in which they had started when first coming to school. The child called on began to pronounce words; when he hesitated the teacher named it for him. In this way the teacher pronounced over one-

third of all the words, by actual count. There was no attempt to group words into phrases or sentences, so as to get the thought

(c) Another class of children who were doing third year work was found reading the "Story of the Three Bears." Laboriously the pupils struggled through several paragraphs. When asked to repeat the story they had read, they were unable to do so. The visitor then said to one of the children "Can't you tell the story of the three bears?" Immediately the child's face lighted up and eagerly he told the story. Upon inquiry the visitor learned that the teacher had told them this story some days previous for a language exercise. It was apparent that although the children were reading the very story told them by the teacher they had failed to recognize it in the lesson

d—It is notable that the graduates of the County Training Schools were much more effective in teaching reading than the teachers who had had no training

e—Those who had graduated from the New Richmond High School Training Department, five of whom were seen, were unusually strong and effective in their teaching due to the fact that in this school unusual care is taken to teach their students methods in teaching reading and primary work generally

42—How teachers obtain their positions

a—In conversation with school directors the investigator repeatedly inquired as to the method used in engaging teachers. In the school board conventions the investigator had a fine opportunity for meeting and conversing with school directors

(1) The following interview with one school member is typical of many others: How do you hire your teacher? "Well, that depends". Depends on what? was asked. "Well, it depends on whether we have many trying to get the school or not". What do you do when you have no applicants? "Well, we have to write to the county superintendent then, and he gets us a teacher". But what do you do when the teachers apply to you in person? "Why, we talk to her and if she looks good, we promise her the job." Do the three school directors ever get together to talk over the merits and qualifications of different applicants? "No, we don't. You see we don't have to. She usually comes to see each of us separately and we tell her". How do you know whether the teacher is the kind you want? "What do you mean?" Don't you know that there is a great difference in teachers? That some manage their schools in such a way that they do the children more harm than good? That some accomplish more in one term than others do in five? How do you know what kind you are getting? "Well, if she has had experience isn't that enough? She can tell us how much she has taught, can't she?"

b—This interview tells the story. School board members do not select teachers intelligently. Personal considerations usually determine the choice. A good looking girl with a winning way can easily gain the directors' approval. Even if she is not particularly pleasing in personality, prevailing human nature makes it difficult to arbitrarily say to an applicant that she can't have the position. What the director usually says if not entirely satisfied with the applicant's appearance, is that if the other directors do not object, he won't. Having gained the complete or partial consent of the first board member seen, she goes to the second. To him she tells of her interview with the first member. The second member takes the position that he is willing if the others are. To gain the

consent of the third director is easy, as the teacher can say to him that the other two have no objections

- c—In conversation with teachers the investigators verified the facts as given above. Teachers stated that unless some neighborhood quarrel complicated the situation, the method of procedure described prevails generally where school board members select the teachers
- d—In some counties, the superintendent has succeeded in convincing school board members that they are not in a position intelligently to select teachers for their schools, that they should contract with no one not recommended by him for the position. In one county careful inquiry showed that for two years past no rural school teacher had been employed without the advice and consent of the county superintendent. In every county visited, county superintendents to a greater or less degree are asked by school boards to recommend teachers. It was impossible to determine just to what extent this was done as county superintendents kept no record showing the facts

43—The lack of efficient supervision

- a—Many teachers were found who in their teaching fell far short of what they could have accomplished, had they received the benefit of intelligent direction and of constructive criticism. While but comparatively few teachers could equal the best described, either in scholarship, aptness in teaching or in fine personal qualities, yet all the teachers seen with but few exceptions displayed such an earnestness and eagerness to do the most possible for their schools, that under the stimulating leadership of a county superintendent who was earnestly trying to work out a definite constructive program for improving his schools, these teachers would have greatly increased their teaching efficiency. Taken as a whole the quality of school work seen was poor. This is due not so much to the lack of interest or unwillingness on the part of teachers, but rather to the fact that they do not know what to do nor how to do it. Through no fault of theirs they are lacking in school ideals; they have little or no appreciation of

what a rural school should accomplish and how it should minister to the needs of the school community. They are teaching as they were taught, handling the usual subject matter in a lifeless and perfunctory manner. The one thing most needed to lift school work from the rut of mediocrity into which it has sunk is intelligent leadership. Teachers need helpful suggestion, encouragement and the stimulation which comes from appreciation of results accomplished.

b—Where there is leadership and sympathetic coöperation with teachers by superintendents, teachers do respond and become tremendously effective in carrying out a superintendent's constructive program. There is much poor work and a great deal of wasted effort in the rural schools inspected. Teachers are severely criticised and held responsible for the conditions found. Apparently they are to blame. Actually the responsibility lies with county superintendents who fail to use or to make the best of their opportunities.

- (1) to develop the latent powers of their teaching corps
- (2) to arouse among school patrons a healthier school spirit
- (3) to point to better school ideals and in other ways become the educational leaders of their counties

44—Training of teachers for rural schools

a—Four county training schools were inspected

- (1) One was in the same building with a county agricultural and domestic science school. There seemed to be practically no coöperation between the faculties of the two schools. The young men student teachers did not have the use of the manual training equipment downstairs belonging to the agricultural school. The young women student teachers did not use the cooking equipment of the domestic science school. The instruction in music, drawing and calisthenics was particularly good. The practice teaching department was efficiently managed although all the practice work had to

be done in graded city schools. The teacher in charge of this department took out her pupils in groups to observe in nearby rural schools. The lighting of the building, the ventilation and in fact all the sanitary arrangements were above the average. The classrooms were adorned with good pictures and statuettes. The school possessed an electrical stereoptican and reflectroscope. In spite of its shortcomings, the influence of this school was incalculable. On entering a rural school in the vicinity one could always tell whether the teacher came from the nearby training school

- (2) Another county training school, which in its prospectus called itself a normal, occupied its own building. The building cost \$30,000 and was up-to-date in almost every particular. The ratio of window area to floor area was 1:4. Good ventilation was insured by powerful fans. The air, however, was so dry as to make speaking difficult and teachers frequently complained of sore throat. Although the conditions might easily be partially corrected at little expense nothing has been done. The school possesses an anemometer, which the principal could not read. He holds the instrument in front of the fresh air inlet, and if the wheel goes around rapidly, he decides that the ventilation is all right. The staff averages over 10 years in experience. Two have university training and the others normal school training. Only one has had experience in rural school teaching and administration. The tenure of office of members of the staff varies from two to nine years. The school enrolled an unusually large proportion of high school graduates, 21 out of 70. The practice teaching department was strong but all practice teaching and observation was done in graded classes. There are rooms for manual training and domestic economy but they are not equipped. Except for a very little agriculture, the instruction is in the traditional subjects, but this, on account of the good equipment and the able

staff, is of a high order. The school has an excellent library, piano, numerous pictures and statuettes presented by graduating classes, and the beginnings of an excellent museum

b—Two normal schools with courses for country teachers were visited

- (1) One such course is given in a normal school in a small third class city. The country lies all around and near at hand. The normal school has adopted a real rural school, at some distance from the town, for practice purposes. This school is efficiently taught by an experienced teacher. There is a proposal that this school be moved to the normal school campus in order to obviate the difficulty of transporting practice teachers. This would destroy the opportunity of making the present school a real, rural school center and of thus placing an object lesson in community work before the eyes of the student teachers
- (2) Another normal school which gives a course for rural teachers had also adopted a one room ungraded school as a practice school. It was, however, a rural school in name only. Out of 30 children only one lived on a farm. The teacher said very pointedly that he had no use for country life nor sympathy with it. Neither was he willing to give any time or effort to social center work. It might be all right for those who liked that sort of thing, but for himself he found social relations with such people as he would have to meet very distasteful. At any rate he hadn't any time to give to outside work. The influence of this young man was sufficient to neutralize a great deal of the advantages resulting from good equipment and a trained staff of instructors

c—A training department for rural school teachers in connection with a high school was visited

- (1) This school is in the heart of a wealthy agricultural community. The high school has an attendance of 250 pupils, 130 of whom come from neighboring

rural districts. The high school does unusually strong work, due largely to the excellence of the teachers and the fact that the boys and girls from the county are earnest and eager to make the most of their school opportunities. They must pay tuition and board. The incidental expenses added to these makes the total close to \$25.00 a month. The children realize that this is a considerable sum and they feel that only by doing their best will such an expense be justified. Such modern branches as manual training, cooking, etc., are entirely lacking. Many young people come to the school so as to fit themselves for teaching in rural schools. It is a mark of distinction to be allowed to take the work in the teachers' training department as only those who have done strong work during the first two years of their high school course are allowed to register for the teachers' training course. The pupils in this department are given strong courses in the subjects usually taught in the rural schools and in addition they are given some splendid work in practical agriculture. It is the purpose of the principal of the school to give a course the coming year showing these prospective teachers how the rural school may become the real social center of the community and what a teacher may do to bring this about. The practice teaching is in charge of an unusually fine teacher, who is also principal of the primary grades in the city schools. The practice work is done in the first, second, third and fourth grades. Some little practice teaching is done in nearby rural schools and a considerable amount of observation. The teaching by the pupils is done under the direction and supervision of the principal of the practice department. Not only do the practice teachers take charge of entire classes in a room but they frequently take small groups of pupils into the halls where they drill pupils in such parts of the work as the pupils need especially to review. In this way pupils who are backward and

who ordinarily would become laggards are given just the help they need and so saved from becoming "repeaters." The halls are spacious, fitted up with blackboards so that this group teaching can be effectively done. Teaching these groups is more like actual country school teaching than the usual instruction of a class enrolling from 20 to 40 pupils. Five schools in which graduates of this training school were teaching were visited by one of the investigators. In one school inspected, the strongest work seen by this investigator in any rural school in Wisconsin was observed. All the other teachers were far beyond the average in ability. They showed in their teaching, their management of the school, their attitude to the school district, the effects of the training they had received.

PART IV

Some Serious Defects of County Supervision

1—The supervision of schools by county superintendents is hopelessly inadequate

a—Visits to the schools are made too infrequently

- (1) From records in the county superintendents' offices it has been found that more than one visit to the same school in one year is infrequent
- (2) From a careful inquiry in 13 counties, in which 131 rural schools were visited during the period from February to June, it was found that in only one county had more than two visits been made to any one school; that the average to all schools was only one, and that 17 schools had not been visited during the year 1911–1912
- (3) Of eight rural schools seen in one county, only two had been visited within a year; one had been visited three times in five years; one had not been visited in two years; three in three years and one in five years

b—The large number of schools that many county superintendents have under their charge now makes it necessary to cut the visits so short as to be almost futile, if they visit each school twice a year

c—Rural schools in Wisconsin are in session from 160 to 180 days; but the superintendent cannot visit on all of these days because

- (1) The roads are often bad and weather is often inclement

- (2) Press of clerical duties and office routine frequently keeps him at home
- (3) Visiting is in many cases not desirable on afternoons preceding or forenoons following holidays
- (4) Visiting during the last few weeks of the year is comparatively ineffective. On the whole, county superintendents might fairly be expected to spend 100 days per year in visiting schools. The following table gives an idea of conditions in 13 counties:

County	Number of Buildings	Number of Teachers
1	78	90
2	31	52
3	59	75
4	92	118
5	190	235
6	71	172
7	119	155
8	127	187
9	75	95
10	135	197
11	191	236
12	234	319
13	116	194

On the basis of a 6 hour school day, the theoretically possible length of visits varies from $1\frac{1}{2}$ hours in a thickly settled southern county to 5 hours and 45 minutes in a thinly settled northern county. The figures given are only theoretically possible in many northern counties where distances between school buildings are great and where roads are bad. In many other counties, where visits of two or three hours are practically possible, the visiting falls far short of 100% efficiency

- (5) Supervision becomes perfunctory and but little time is given to personal conference with either the teacher or the school board

- (6) "This is the first time that my school has ever been inspected", has been the frequent remark of the teacher to the investigator
- (7) Every year 1,500 young girls of common school education and with only six weeks training in methods of teaching and school administration are facing their first school, yet the only supervision they receive is the brief visit of the county superintendent and the conferences at the institutes
- (8) The state superintendent says in his fourteenth biennial report (page 3) "There is no adequate supervision of these schools. As a rule the county superintendent finds it impossible to visit the schools more than once a year and then for a brief time. Many of these visits come toward the end of the school year. The teacher is thus thrown almost wholly upon her own resources, and one out of every three or four teachers on the average is doing her first year's work and in many cases never saw the inside of a country school before"

2—The unrestricted power to certificate teachers, held by the county superintendent, is a source of great weakness

a—The standard of marking examination papers varies from county to county. A grade of 50 is acceptable as passing mark in some, 60 and even 70 is required in others. Of 47 superintendents answering the question, "Would the free selection of teachers from other counties improve your schools?" 34 answered, "No," meaning to express distrust in the judgment of other superintendents

b—The questions used in the examinations are frequently unsuitable for testing the candidates' abilities. In some cases questions are bought by the superintendent already printed from school supply houses and used without pretense of adapting them to local needs

c—Too many opportunities are offered for favoritism and undue influence from outside

- (1) One county superintendent remarked to the investigator that a predecessor in office would issue a license

to any candidate he would name, "even if it were a two-year old child"

- (2) It is commonly asserted even by county superintendents that from certain other superintendents "anybody can get a certificate who is related to one or more voters"

3—Anxiety about re-election is a bar to higher efficiency

a—It leaves the superintendent directly responsible to no one

- (1) His responsibility to the state superintendent or to anyone who can judge the efficiency of his service is negligible
(2) Responsibility to the electorate can be evaded through the usual method of "politics"

b—It tempts him to curry favor with the politicians instead of insisting upon good schools

- (1) The very people whom he should condemn for failure to provide decent schools and equipment are those who can oppose his re-election
(2) The greater the need for vigorous action, the more dangerous it is for the county superintendent to do his duty
(3) Having spent, as practically all must, several hundred dollars in canvassing for election, he is naturally timid about losing the advantage once gained.
(One county superintendent declared to an investigator that it cost him \$400 to be elected and his opponent \$1,000 to be defeated)

4—The salaries are insufficient

a—In 1911 the salaries paid to county superintendents were:

Less than \$800,.....	.5
\$800 to \$1,000,.....	33
\$1,100 to \$1,200,.....	25
\$1,300 to \$1,400,	4
\$1,500,	4
\$1,800,	1

b—The best equipped men accept the salaries under \$1,500 only as a stepping stone to other professions or to politics

5—The enforcement of the truancy law is not effective

- a—Coöperation is lacking between departments and between officials
- b—Confusion exists as to whose duty it is to enforce the law
- c—Many county superintendents content themselves with sending to the industrial commission or to the sheriff, or both, lists of children, who have been reported by the teachers as absent one or more days, and take no further action
 - (1) The cause of absence is not always stated
 - (2) These county superintendents hold that the responsibility of bringing the children to school rests with the industrial commission
 - (3) The fear of getting into trouble with his own constituents makes the county superintendent eager to shift upon the industrial commission the burden of enforcing the law
- d—Representatives of the industrial commission contend that it is the duty of the county authorities to enforce the truancy law, and that its own function is primarily to see that the county superintendent, the sheriff and the district attorney are diligent in enforcing the law, and that the power it may have to prosecute individual cases is rendered nugatory by the lack of appropriation therefor
- e—No system has been devised giving such supervision. (Since this was written the industrial commission has taken steps to remedy this defect)
 - (1) In the office of county superintendents as a rule there are no records of actions taken in regard to delinquent parents, nor of children who are returned to school as a result of such action
 - (2) Without such records, any supervision by the industrial commission is impossible
- f—Neither from the office of the state superintendent nor from the industrial commission have definite instructions been issued as to the policy of enforcing the truancy law

g—The attempts of the sheriff and district attorney to enforce the truancy law are generally perfunctory

- (1) The usual procedure is for the sheriff to notify the delinquent parents by mail that they have failed to comply with the law
- (2) In one county the sheriff stated that he had, during the school year 1911-12, sent out 145 notices, of which only 11, most of them in the city, had been investigated by him or his deputies. The records in the county superintendent's office seemed to indicate—the records were somewhat indefinite—that 283 names had been reported to this sheriff. In no case had an attempt been made to inform the teacher of the sheriff's action and no records of results were kept.
- (3) Teachers are not informed of notices sent to parents. The county superintendents rely upon the teachers' monthly report to see results
- (4) In one county lists of truant children had been regularly sent to the district attorney, who, upon inquiry late in the spring, stated that he had mislaid the papers and forgotten about them

h—In two counties visited the delinquent parents were arrested because the warning notice sent upon the first offense had not been heeded

6—Systematic use is not made of records in supervising schools, attendance and teachers

a—Cumulative records of visits describing conditions of school buildings in need of supplies and repairs, of recommendations submitted to school boards, of improvements made and of progress of the school as shown in better attendance, etc., are conspicuous by their absence

b—In no county superintendent's office has a complete set of last year's census lists been found

- (1) One superintendent had received during the year no report of the names or the number of children attending the various schools, and had no means of knowing what proportion of children were enrolled

or how many of compulsory age ever came to school

- (2) Repeated requests for teachers' reports for truant children were met with the reply that these reports must have been misplaced, as they could not be found

c—Only in six counties seen were records of the teachers' legal qualifications found, although the county superintendent certifies to the state superintendent that none but qualified teachers are engaged. Most county superintendents obtain this information, if at all, at their visits to the schools. Records showing the standing received by teachers in examinations for certificates have been found in all counties

d—Record of teaching power, skill in school management, attendance at professional schools or institutes is rarely made

e—Modern office equipment, such as filing cabinets, card catalogues, etc., are only sparingly or not at all supplied by the county boards

- (1) In one of the counties seen, the superintendent had been provided with an office, but the only indication of equipment was her own typewriter
- (2) One superintendent who kept systematic records of his work was compelled to file them in pigeon-holes and drawers of his desk. To find any of them he wastes considerable time, which a filing cabinet would save for better use

f—Reports and forms used are not standardized as to size; therefore in consulting important documents so much untangling of bundles, folding and unfolding of papers is required and time wasted, that such consultations are naturally infrequent

g—When a new superintendent is elected, he steps into an office that furnishes him with scanty or no information. Of the official acts of his predecessor he has no records. He must spend a year or more in getting acquainted with the schools before he can enter intelligently upon his duties as a superintendent

h—No provision is made by the state department to instruct a county superintendent in the performance of office duties, although efficient administration requires systematic record keeping

- (1) Instruction in methods that prevail in an up-to-date business office, and proper forms and systems of records could legitimately come from the state department
- (2) Properly systematized, most of this work could be done by a clerk and the superintendent find increased time for supervision of schools

i—The lack of system in keeping records and the neglect of the county boards of supervisors to provide him with office help, compel the county superintendent to waste time that should be spent in visiting schools, the most important of his duties

- (1) A clerk relieves one superintendent of much of such duties as checking, summarizing and filing, keeping track of correspondence with school boards and teachers, giving routine information, distributing pamphlets and circulars
- (2) Without a system or method the county superintendent finds the performance of this clerical work an excuse to remain unnecessarily in his office and to postpone and omit school visiting

PART V

Some Serious Defects in State Supervision

1—The responsibility of county superintendents for the supervision of rural schools is not clearly defined by law

a—The state superintendent cannot, for instance, remove from office a county superintendent for laxity in visiting schools, for issuing certificates to incompetent teachers, for permitting unsanitary conditions to continue in schools

2—Present powers of the state superintendent have not been adequately exercised

a—He has the power—and the duty—to demand reports of work performed and results accomplished and the opportunity of using publicity in comparing those results

(1) “It shall be the duty of every county superintendent * * * from time to time (to transmit) such other facts relating to education in his district as the state superintendent shall require”. (page 100, School Laws of Wisconsin)

(2) “It shall be the duty of said (state) inspector (of rural schools) * * * to procure information concerning the rural school districts * * * (and) to confer with each county or district superintendent concerning the conditions of the schools in his county or district”. (Page 306, School Laws)

b—Regular inspection of the offices of county superintendents or of the records contained therein is not made

- c—Publication of findings is therefore impossible
- d—Comparison of county with county, showing the condition of the schools and the efficiency of county superintendents, is not presented to the people by the state superintendent
- e—No regular system is devised by which the work of an efficient county superintendent is brought to the attention of other superintendents
- f—The effective work described on pages 8-10 in this report as done by one county remains practically unknown in the rest of the state

3—Low standards of certification frustrate the efforts of the county training schools

- a—The rural school is made a training field for graded and city schools and a dumping-place for untrained and unsuccessful teachers
- b—The supply of inexperienced girls who are now legally qualified to teach keeps the salaries at a rate which no competent teacher is willing to continue in school work
- c—The law that “cheap money always drives good money from the market” is as inexorable when applied to teachers as it is in trade. So long as the standards of salaries is set by the untrained teachers, the graduates of the training schools will, in spite of the exhortations of the principals, go to graded or village schools after they have served with success a year or two in the ungraded schools
- d—As long as a certificate, obtained after a six weeks training course, qualifies for teaching, the purpose of establishing training schools, namely to supply the rural schools with trained teachers, will not be attained
- e—The short time in which teachers stay in the rural school—the bi-ennial school report of 1910 (p. 35) states that from one-fourth to one-third are new each year—is a strong indication that many of the teachers fail to retain their position in a school; or as the report expresses it (p. 33);

"Many young people have taken up this work not because they were especially adapted for it, but because it was the only thing they could do with their limited amount of preparation"

4—Reports of school facts are lacking in intelligent purpose

- a—The purpose of the present collection is chiefly to furnish information for the distribution of school money
- b—School reports offer very scant assistance to those whose duty it is to supervise truancy, to fit courses of study to the maturity of children in the school, and to know how far the schools minister to the needs of the children
- c—Fundamental questions are left unanswered, such as the age at which children enter school, the age at which they leave, how many complete the work of the grades, the number of days they attend
- d—No correlation is made between the number of children on the census returns and the number in school, and one is at a loss to know how many children should be in school but are not
- e—The facts concerning the rural schools, graded schools and high schools are put into one basket, shaken and summarized into one total
- f—In the table of teachers' salaries the last bi-ennial report presents a roseate view of substantial salary increases during the last decade but fails to state how far the graded and high schools, which to-day constitute a much larger percentage of the total number of schools than they did ten years ago, have contributed to this increase
- g—To justify the expenditure for school needs, opinions only, not facts, can be quoted. The people are left in unnecessary ignorance of the needs, shortcomings and gains of their schools

5—The distribution of school funds is not equitable

a—The allotment of public money to the educational departments, as public instruction, normal schools, university and libraries, or to the various branches of any one department, as rural schools, city schools, high schools, etc., of the department of public instruction, is not based upon a carefully prepared budget showing the needs of the various departments or branches

b—Apportioning state money among the towns according to the number of children over 4 years of age and under 20 does not consider the economic power of the district to support schools

(1) It imposes upon a poor district with 10 children the same burden of paying teachers' salaries and building a school, as upon a more populous district with 40 or 50 children

c—"Taxation for school purposes in the country is very unequal in the different districts"

(1) "Some districts do not tax themselves at all, but depend on the state and county money to run their schools"

(2) "Cases have been found in which the district has thus accumulated a large bank account in addition to running the school"

(3) "It should be added that in such cases the school is usually run on a cheap basis". (Fourteenth Biennial Report, p. 3)

d—An exhaustive study of the present method of providing for rural schools has not been made, but the investigators have, on many occasions, seen evidence of wastefulness and injustice in the present distribution

6—The distribution of school funds is not the factor it should be in effecting educational improvement

a—It gives no premiums to efficient schools

b—It offers no inducements to the districts to bring all children to school who should be there, or keep them in school after they are enrolled

- c—It disregards the necessity of efficient teaching
- d—It permits the expenditure of school money without providing adequate control that the purpose of the expenditure shall be accomplished
- e—It supplies the machinery of education but ignores the purposes
- f—As long as the state demands that all children of school age must attend school, it assumes the responsibility of furnishing schools that make of the children useful and capable citizens

PART VI

Contrast Between State Supervision of State Graded Schools and State Supervision of Rural Schools

a—A careful study was made of the reports on 50 schools of the two state inspectors of state graded schools for the academic years 1909–1910, 1910–1911 and 1911–1912. The following results appeared:

- (1) Of the 50 schools concerned
 - (a) 31 were visited once each year
 - (b) 16 were visited twice in three years
 - (c) 3 were visited once in three years
- (2) Some of these failures to visit were caused by the removal of schools from the list due to failure to live up to the requirements of the law
- (3) The average time spent in inspection by an inspector of state graded schools was 3 hours and 45 minutes
- (4) There is no record to show the average length of an inspection by the county superintendent. The average length of a visit by him might theoretically be on the average about 2 hours 25 minutes
- (5) The records of visits by inspectors of state graded schools show that out of 363 licenses reported on only 19 or 5.2% held third grade certificates
- (6) Out of 111 rural school teachers visited 41 or 37% held third class certificates
- (7) Out of 363 ratings given to teachers
 - (a) 2 were marked excellent
 - (b) 6 were marked very good
 - (c) 101 were marked good
 - (d) 207 were marked fair

- (e) 30 were marked poor
- (f) 17 were given no rating
- (8) There is no similar careful weighing of teachers' work in the county inspection
- (9) Out of 78 cases where it would have been possible to report improvement or deterioration
 - (a) Janitor service was reported improved in 11 cases, deteriorated in 18
 - (b) School grounds were reported improved in 13 cases, deteriorated in 8
 - (c) Outhouses were reported improved in 13 cases, deteriorated in 10. No such reports come to the state department from rural schools
- (10) In the 128 inspections studied, made by inspectors of state graded schools
 - (a) 55 recommendations were made to school authorities to purchase supplies
 - (b) 34 recommendations were made to school authorities to purchase equipment
 - (c) 25 recommendations were made to school authorities to improve ventilation
 - (d) 4 recommendations were made to school authorities to provide evaporating pans
 - (e) 19 recommendations were made to school authorities with regard to heating
 - (f) 7 recommendations were made to school authorities with regard to lighting
 - (g) 7 recommendations were made to school authorities with regard to drinking water
 - (h) 3 recommendations were made to school authorities with regard to new buildings
- (11) Of all these recommendations only one important recommendation had to be repeated three times and another twice. In 17 cases state aid was refused until conditions required by the law were fulfilled
- (12) No such service is rendered by the state department to ungraded rural schools
- (13) Power to refuse state aid is a mighty weapon where inspection is adequate

- (14) After inspecting a school, an inspector of a state graded school sends through the state department a letter to the school authorities such as the following:

Mr. _____, _____,
_____, _____

June 3, 1911.

Dear Sir:

Inspector _____ of this department reports spending the forenoon of May 31st at your school in company with your county superintendent.

Mr. _____ states that he called to see you and discussed matters pertaining to the school. I note by the report that the recommendations made last year have not been complied with. It was recommended that recitation seats be placed in all rooms. The blackboards in all of your rooms are in poor condition and new slate boards should be placed in the principal's room before the beginning of the next school year and it will be well to supply one room each year until all rooms are supplied.

Mr. _____ states that the policy you have pursued with regard to engaging a teacher for the primary department of your school is not in accordance with the spirit of the graded school law. I understand that a person with practically no experience was engaged when you had an opportunity to secure any one of the three or four teachers, recommended by your county superintendent. You, of course, understand that special state aid is granted to the schools of the state for the purpose of giving the districts extra money with which to maintain good schools. There is nothing that enters into the making of a good school so much as a strong teacher. The policy of letting jobs to the lowest bidder will always bring poor conditions in time.

We shall withhold the approval of your school until the school can be inspected next year and we become satisfied that your school board has

made an earnest endeavor to place the strongest teachers possible in your school.

Wishing you success, I am,

Yours truly,

C. P. Cary,

State Superintendent.

- (15) Such letters to rural school authorities from the state department are necessarily rare
- b—That this close inspection has its effect is indicated by the following facts in contrast with conditions in ungraded rural schools

- (1) Of seven state graded schools investigated in the rural school survey
- (a) All but one had a school ground of an acre or over
 - (b) Only one school site was ranked poor
 - (c) The lowest ceiling found was 11 feet high
 - (d) All were ventilated by the gravity system in connection with either a furnace or a jacketed stove
 - (e) Waterclosets averaged over 60 feet from the buildings and 120 feet apart
 - (f) All had been visited during the year by the state inspector
 - (g) Three had their floor dressed by non-drying oil or used a sweeping compound
 - (h) Two had their waterclosets thoroughly cleaned out frequently
 - (i) One had its watercloset thoroughly cleaned semi-annually
 - (j) One had its watercloset thoroughly cleaned yearly

PART VII

Suggested Administrative and Legislative Remedies

1—That county boards of education be elected at the general school election

- a—To consist of three members to serve six years
- b—To serve without salaries
- c—To appoint the county superintendent from an approved list made up by the civil service commission
- d—To control county schools of agriculture and county training schools for teachers
- e—To pass upon the centralization of school districts
- f—To advise the superintendent to withhold state aid from small and inefficient schools whenever in its judgment the facts warrant it
- g—To appoint an assistant to the county superintendent whenever the number of teachers in his district exceeds eighty

2—That state aid be given to county boards of education to assist in the proper maintenance of the office of county superintendent on condition that

- a—An adequate salary is paid to the county superintendent
- b—An efficient clerk is appointed
- c—The county superintendent demonstrates efficiency to the state department of public instruction

3—That to insure efficient teaching of agriculture and domestic economy in rural schools there be appointed

- a—A supervisor of agriculture and a supervisor of domestic arts who shall be members of the staff of the state superintendent
- b—Agricultural inspectors who shall be members of the faculties of county schools of agriculture
- c—Other agricultural inspectors in counties where there are no county agricultural schools

4—That contests in agriculture and domestic economy be encouraged by the state department of public instruction

5—That the training of teachers of agriculture and domestic economy be encouraged by the offer of free scholarships

6—That the curriculum of the county training schools include

- a—Increased instruction in agriculture
- b—Elements of medical inspection
- c—Farm accounting
- d—Methods of keeping school records and accounts

7—That qualifications for obtaining teachers' certificates be raised

- a—After January 1, 1915, ninth and tenth grade work should be required before taking the six weeks professional training course
- b—After January 1, 1917, graduation from a training school or department shall be required
- c—After January 1, 1919, ninth and tenth grade work should be required as entrance qualifications to training schools

- d—In case certificates are granted by the county superintendents, the examinations in academic subjects should be given by the state board of examiners
- 8—That the manual should be revised, eliminating non-essentials of the academic subjects, strengthening the courses in agriculture and adding courses in manual training and domestic arts
- 9—That the staff of school inspectors be strengthened
 - a—Two inspectors should be temporarily appointed to assist districts in planning for centralized schools
- 10—That closer co-operation be established between the schools and the circulating libraries
 - a—The township library funds should be expended for the purchase of books of reference, and for supplementary and collateral reading
 - b—Books from the free libraries should circulate among the schools
- 11—That the "two mile limit" law be amended so as to insure the education of all children of school age who are outside of the two mile limit.
- 12—That intelligent interpretation and publication of school facts be made
 - a—School reports should be standardized and adapted to the forms suggested by the United States Bureau of Education
 - b—Annual or more frequent bulletins containing school facts should be issued by the state superintendent of public instruction

13—That the use of school money be supervised

- a—Accounting forms for school clerks and treasurers should be prescribed by the state superintendent
- b—School accounts should be checked by state auditors
- c—Classified budget estimates for all educational departments should be submitted by the proper authorities

14—That increased state aid to rural schools and increased state supervision of rural schools go hand in hand to the end that

- a—Inspection may be made more effective through the leverage afforded by the possibility of withdrawing state aid
- b—The state department may effectively promote among the rural communities the widest and most efficient use of their educational resources

15—That rural schools be classified for subvention and inspection purposes

- a—The following is a tentative plan pending a fuller analysis
 - (1) of the present apportionment of school moneys
 - (2) of the total expense of putting such a plan in operation in city and rural schools
- b—Rural schools of the first class
 - (1) These schools shall contain eight grades and where possible one or more high school years. They shall be conducted not less than nine months and have at least two teachers. The principal shall hold a state professional license. One assistant shall hold at least the first grade certificate. The principal shall be engaged for a whole year and shall be qualified to teach agriculture, shall supervise the work of the boys in agriculture during the summer months on plots on the home farms and shall conduct extension work among the adults in the community. One of the assistants shall be employed

for a whole year and shall be qualified to teach domestic arts; shall conduct during the summer extension work among the girls and adults of the community. The principal shall receive a salary of not less than \$1,000 per annum. One assistant shall receive a salary of not less than \$750 per annum, and no one less than \$50 per month

- (2) The state shall pay to the local school authorities controlling such a school a subvention equal to two-thirds of the total amount paid for teachers' salaries. Should the local authorities provide a ten-acre farm which should be conducted as a model farm by the principal, who should receive all the produce, and should they build thereon a house for the use of the principal, the state should pay an additional subvention

c—Rural schools of the second class

- (1) Such a school shall be conducted for not less than nine months and shall employ a first grade teacher at a salary of not less than \$50 a month and one assistant teacher at not less than \$45 per month. It shall have library facilities, educational equipment, heating, ventilation and sanitaries such as shall be prescribed by the state department
- (2) The state should pay to the school board controlling such a school a subvention of \$250 per annum

d—Rural schools of the third class

- (1) Such a school shall be in session not less than eight months per annum. The teacher shall have at least a second grade certificate and shall receive a salary of not less than \$45 a month. It shall have library facilities, educational equipment, heating, ventilation and sanitaries such as shall be prescribed by the state department
- (2) The state shall pay to the school board controlling such a school an annual subvention of \$100

e—Rural schools of the fourth class

- (1) All other rural schools shall be included in the fourth class. Such schools shall be liable at any time to

be closed on the recommendation of the county superintendent or the county board of education if their enrollment falls below twelve, and shall be liable to lose their proportion of the 7-10 mill tax, when reported on unfavorably as to efficiency, equipment, and sanitation to the state superintendent of public instruction by the county superintendent, or by a state inspector of rural schools

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